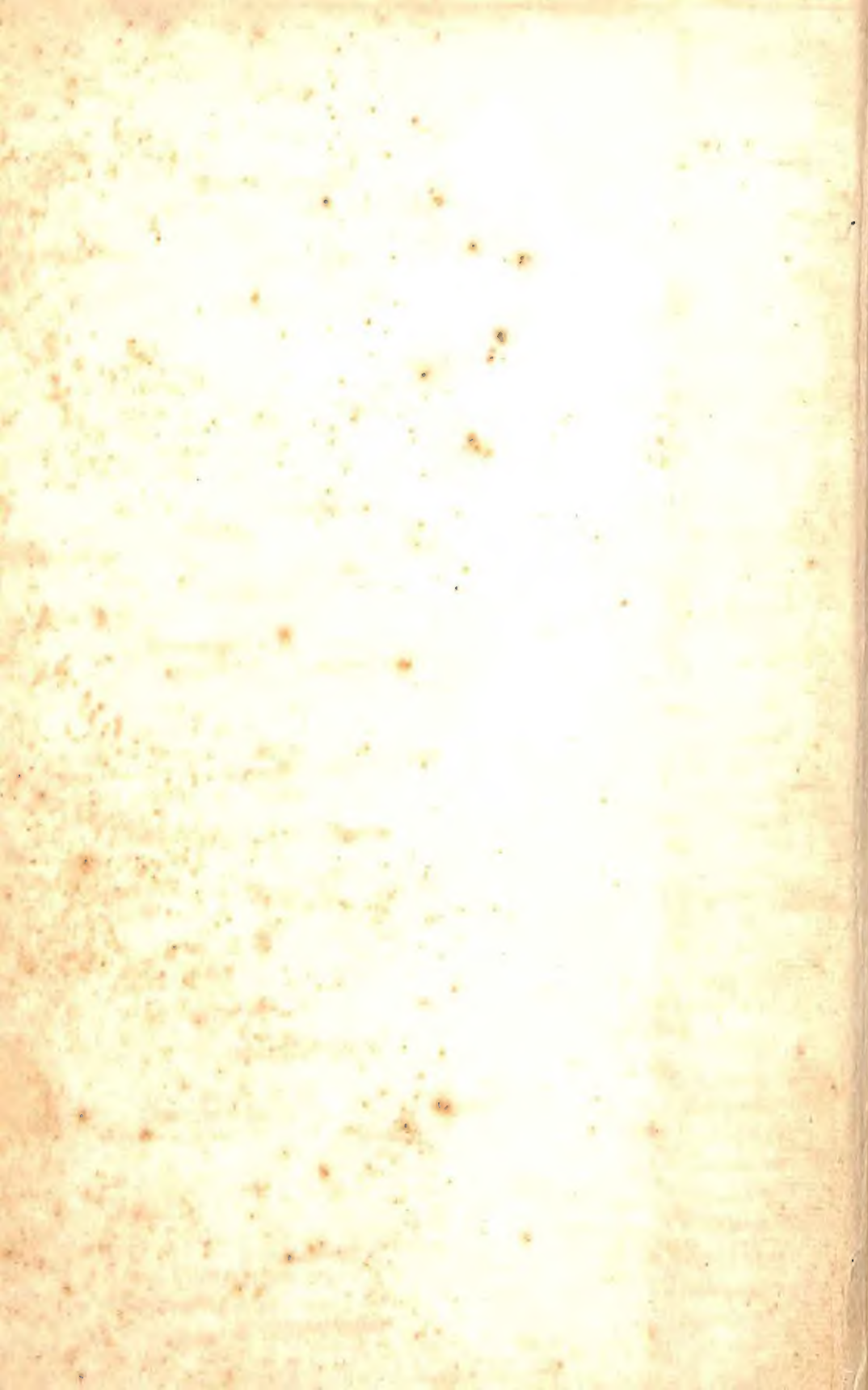
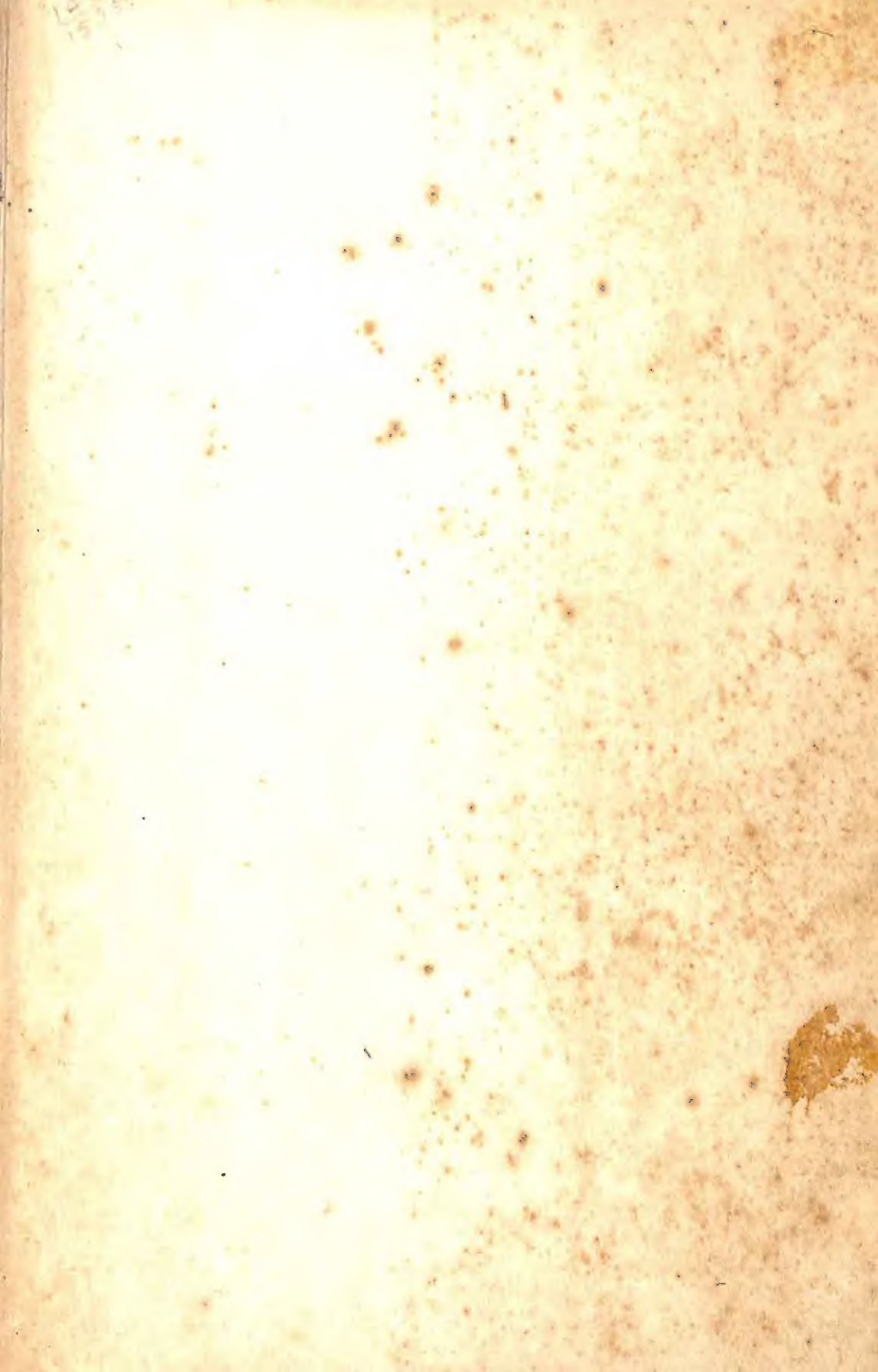


# **GUIDANCE SERVICES**









**GUIDANCE SERVICES:  
ORGANIZATION AND ADMINISTRATION**

*for  
Administrators, Counselors, and Teachers*



# GUIDANCE SERVICES:

## Organization and Administration

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McGRAW-HILL BOOK COMPANY, INC.

NEW YORK TORONTO LONDON

1959

371.42  
S70

**GUIDANCE SERVICES: Organization and Administration**

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*Library of Congress Catalog Card Number 58-10011*

<b>Bureau Ednl. Psy. Research</b>
<b>DAVID H. TRAINING COLLEGE</b>
Dated... 15. 9. 52.....
Accs. No... 14.31.....



## Preface

This book has been written out of the experience of practical school counselors and administrators. It has been written for graduate students and for the in-service growth and use of those who organize and administer guidance services.

School administrators may implement the functional recommendations of this book by organizing and administering guidance services which contribute most to children and youth. The practical school administrator must consider what his guidance program should be, why such a program is important enough to justify expenditure from the school budget, how the program should be organized and administered, who should plan and administer the program, and to what extent the program meets the needs of pupils.

The fourteen chapters indicate that the school guidance program should include the following as a minimum: (1) an individual information service, (2) information about vocational, educational, social, and other environmental opportunities, (3) counseling, (4) adjustment and placement service, and (5) follow-up. The practical administrator knows that to offer such guidance services to pupils he must consider problems concerning budget, physical facilities, curriculum relationships, evaluation, revision and improvement of the program, guidance personnel, and public relations concerning the program itself. He must justify the importance of the program with various groups of personnel.

Before the school administrator launches a new or revised guidance program for his school, he should thoroughly justify the program in the minds of members of the board of education, teachers, pupils, parents, representatives of community guidance agencies, taxpayers, and other groups of school patrons.

Techniques for justifying the guidance program will differ from

school to school. A presentation of factual data concerning the great range of pupil interests, abilities, needs, and aspirations will be useful in most cases. Problems of pupil behavior, educational achievement, vocational placement, and social adjustment may be brought to the attention of board members and parents when apropos. Such groups as PTA, service clubs, character-building agencies, and businessmen's associations are always interested in plans which will help young people.

**How to organize and administer the program.** Various chapters deal specifically with organizational and administrative procedures.

In general, it will be well to remember that the total organization and administration of the guidance program should always contribute to one objective: *the better adjustment of all children and youth in the school*. To accomplish this objective, organization must be streamlined, facilities and supplies must be modern and effective, personnel must be well qualified, and sufficient time must be available.

Pupil adjustment is everybody's job. All certificated school personnel are guidance personnel. In organizing guidance personnel the administrator should assign guidance functions to persons in accordance with their training and experience as well as their opportunities to contact and influence pupils. Each person on the staff should perform the guidance function for which he is best qualified, and for which he is strategically located in the school. For example, the business manager may be thoroughly qualified in guidance procedures, but he seldom has proper contact with pupils to be an effective guidance worker. The teacher, on the other hand, has continuous contact with pupils, but may lack proper training. The administrator should see that the proper personnel are qualified and have the opportunity to help young people.

Each certificated person and some classified persons, such as the school clerk, who deals with pupils continuously, should share in *planning* guidance services. These people who work with children can contribute to the effectiveness of the guidance organization, and they will more eagerly administer the program if they have had a part in its planning. Cooperative, democratic participation by all certificated personnel in relation to their ability and assignment should be the administrator's goal.

The school administrator should continuously evaluate his guidance organization and revise the program as often as it can be refashioned to better serve pupil needs. This is not a one-man job but should be shared

by all guidance personnel, just as all guidance personnel should participate in planning. Outside consultants are often valuable. Whatever techniques are used, the administrator must give attention to evaluation and revision if he hopes to have an up-to-date guidance program.

This book, designed for graduate students and those who help administer guidance services, is a storehouse of basic principles and techniques for successfully organizing and administering pupil guidance. Each chapter should be carefully studied and adapted to meet the needs and conditions in each school. Every guidance program must be tailored to meet the needs of pupils in a given school. With this in mind, the authors have outlined basic principles and procedures which are flexible enough to meet the needs of schools in all parts of the country. They hope this book will be used by school administrators to improve the educational, personal, social, ethical, civic, and vocational adjustment of American boys and girls.

*Emery Stoops*







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## CHAPTER II

# Organizing the Guidance Program

### THE PLACE OF ORGANIZATION AND ADMINISTRATION

#### Needed Guidance Organization

Elementary and secondary schools are offering more different kinds of guidance services than ever before. These guidance services must be organized and administered with greater efficiency and economy. A few of the chief services to be organized are getting information about individuals; getting information about educational, vocational, and other opportunities; counseling; placement or readjustment; and follow-up. These require the organization and administration of such activities as testing, record keeping, scheduling, coordination of agencies, interpreting, evaluation, and the like.

The need for guidance services has greatly expanded because of increased opportunities and of the remoteness of individuals from these opportunities. During the nineteenth century, rural children and youth participated in farming, clothes making, building, cookery, buying and selling, hunting, and food processing. They observed the family physician, the postmaster, the train dispatcher, and the justice of the peace at their daily tasks. It was firsthand and participatory learning. In contrast urbanization brought the isolation of activities in offices, assembly lines, and laboratories. Guidance changed from direct experiences to organized classroom activities.

### **Purposes of Guidance Organization**

Guidance organization and administration should exist to promote better individual adjustment and greater group welfare. The guidance services, such as counseling, placement, and follow-up, should make happy and successful individuals. Individual adjustment, however, is not enough. Some individuals may be happy and successful when they are preying upon the resources of their neighbors. A second purpose must be to guide the individual's contribution toward the welfare and success of his group. Never before has America been so conscious of the need for national strength and freedom. The role of guidance organization and administration is to help the individual learner achieve his happiness and success through activities which make his community, state, and nation strong and free.

Directing the individual in ways which contribute to his group implies greatly increased guidance services for all pupils and adults. In World War II more American young men were rejected from military service for physical and educational reasons than were deployed in the entire Pacific operation. To remain strong and free, this country must stop the wastage that comes from poor individual health, illiteracy, delinquency, and occupational inefficiency. Every individual's contribution is needed regardless of his race, family background, religion, or IQ. The proper organization and administration of guidance services can do much to increase the percentage of free, successful individuals in a strong nation.

### **Recommended Organization and Administration**

By delegation, the superintendent is responsible for the entire school system and the principal is responsible for what goes on in his school plant. Guidance services are good or poor depending upon the training and vision of the superintendent and principal. Guidance programs under strong leadership are invariably good; they seldom, if ever, rise above the level of a mediocre leader.

Superintendents and principals should consider the five P's when designing guidance organization and administration:

Personnel

Program

Proper budgeting



Physical facilities

Public support

Individuals must be selected because they have good training, experience, and personal qualifications, not because they have gained seniority in the district. The program must be carefully planned upon a cooperative basis: all who are affected by the program should have a part in its planning. Proper budgeting should be set up for guidance services; they should not be "bootlegged" through as a part of curricular or extracurricular activities. Physical facilities should be planned for the guidance services needed in the school; the counseling staff should not be assigned to whatever nooks or closets remain when the rest of the school program is housed. Public support requires understanding and cooperative attitudes upon the part of several publics, such as the faculty, student body, parents, governing board, and taxpayers. If the five P's are well handled, guidance organization and administration will be good.

Briefly, the superintendent's role is one of choosing guidance-minded principals, organizing them into democratic planning groups, including guidance items in the annual budget, reviewing the adequacy of space and equipment, and reporting guidance purposes and procedures to the board and the public. The principal should select and train teachers in service for guidance activities, utilize them in planning for better guidance, provide supplies, equipment, time, and working space, and draw faculty, pupils, and parents into guidance activities. Elementary school administrators should organize and administer activities designed to emphasize personal and social adjustment; secondary school administrators, while continuing personal and social adjustment, should focus more attention upon educational and vocational guidance activities. Health and citizenship should be of major concern at all levels.

The continuing tension between East and West has brought increased emphasis upon mathematical and technical learning. The Educational Policies Commission stresses math-science instruction as a means of training technicians and giving all persons an appreciation of "the scientific revolution."<sup>1</sup> To do this, pupils must be guided and

<sup>1</sup> "The Contemporary Challenge to American Education," *Bulletin of the Educational Policies Commission*, National Education Association, Washington, 1958, p. 12.

stimulated from kindergarten through college. The Policies Commission concludes: <sup>2</sup> "To motivate and guide all students to fulfillment of their promise, guidance programs must be expanded to include all who teach, and reach all who learn."

### **The Role of the Principal**

Guidance literature abounds with such statements as: "The guidance program is a direct responsibility of the principal." "The principal should participate actively in planning the guidance program as well as assuming the major responsibility." "A chief determinant of the success of the guidance program is the principal's degree of interest." Most principals are glad to accept their "direct responsibility," "participate actively," exhibit the proper "degree of interest," and exert leadership in developing the guidance program. But almost all principals face such mundane problems as finding time, listening to other people's problems, interpreting the educational program to the community, planning a budget, and supervising a construction program.

This chapter includes two situations, one rural and one urban, in which the principal worked with his teachers to improve the guidance program. Attention is given to problems faced by principals in organizing the guidance programs and to ways of meeting these problems.

### **THE ROLE OF THE ADMINISTRATOR IN AN ELEMENTARY SCHOOL**

Lester Harsh is Superintendent and Teaching-principal of the Running Springs Elementary School District, about one hundred miles from a large city. His faculty numbers seven, including himself. The Running Springs School District enrolls 165 pupils in kindergarten and the first eight grades, most of whom have lived all their lives in the Running Springs Valley.

The teachers, too, are long-time residents of the Valley. Several of them have taught in the same rooms for over fifteen years. The teachers hold the basic teaching credentials required by the state, but have little or no training beyond their original college work. However, they are earnest, conscientious workers and respected members of the community.

<sup>2</sup> *Ibid.*

Superintendent Harsh attended the state university several summers ago. There he took courses in organization and administration of guidance programs and in elementary school administration. He returned to Running Springs with a desire to apply what he had learned in improving the guidance and instructional activities of his school. His philosophy of education could be summarized in two statements: "Never underestimate the power of a teacher" and "One dedicated person can transform a community."

Besides enthusiasm and confidence in people, Superintendent Harsh had patience. During the past three years, the following things were done in the Running Springs School District:

1. Superintendent Harsh talked with his teachers, pointing out that many of the activities which they had been doing for years at Running Springs were described as good guidance techniques in the university classes.

2. He emphasized, above all, that the teachers knew their pupils. Although there was not then a comprehensive cumulative record for each child, the teachers had visited the homes of their pupils many times, had talked with parents, knew their work, their concerns, and their hopes for their children.

3. He talked with the teachers especially about the pupils who seemed to be causing them concern. Where he and the teacher were unable to work out a satisfactory solution, he arranged to have the county psychologist stop by to make a special study of the child.

4. He found the psychologist from the county office a helpful resource. Early in the year he helped the teachers to use sociometric or "best-friend" charts, and thus to discover the children in the class who were most frequently selected by their classmates as friends, officers, and other leaders, and also the children who were seldom or never selected by their classmates. The teachers and Superintendent Harsh met several times with the psychologist to discuss ways in which these "isolates" could be helped, and over a period of time the faculty reported progress in bringing the isolates into more active group participation.

5. Additional help was provided by the psychologist in administering group tests of intelligence and achievement and in extracting from the results valuable information about which children were most likely to achieve success in academic learning, which were working up

Figure 1. Organization for Guidance in a Small Elementary School

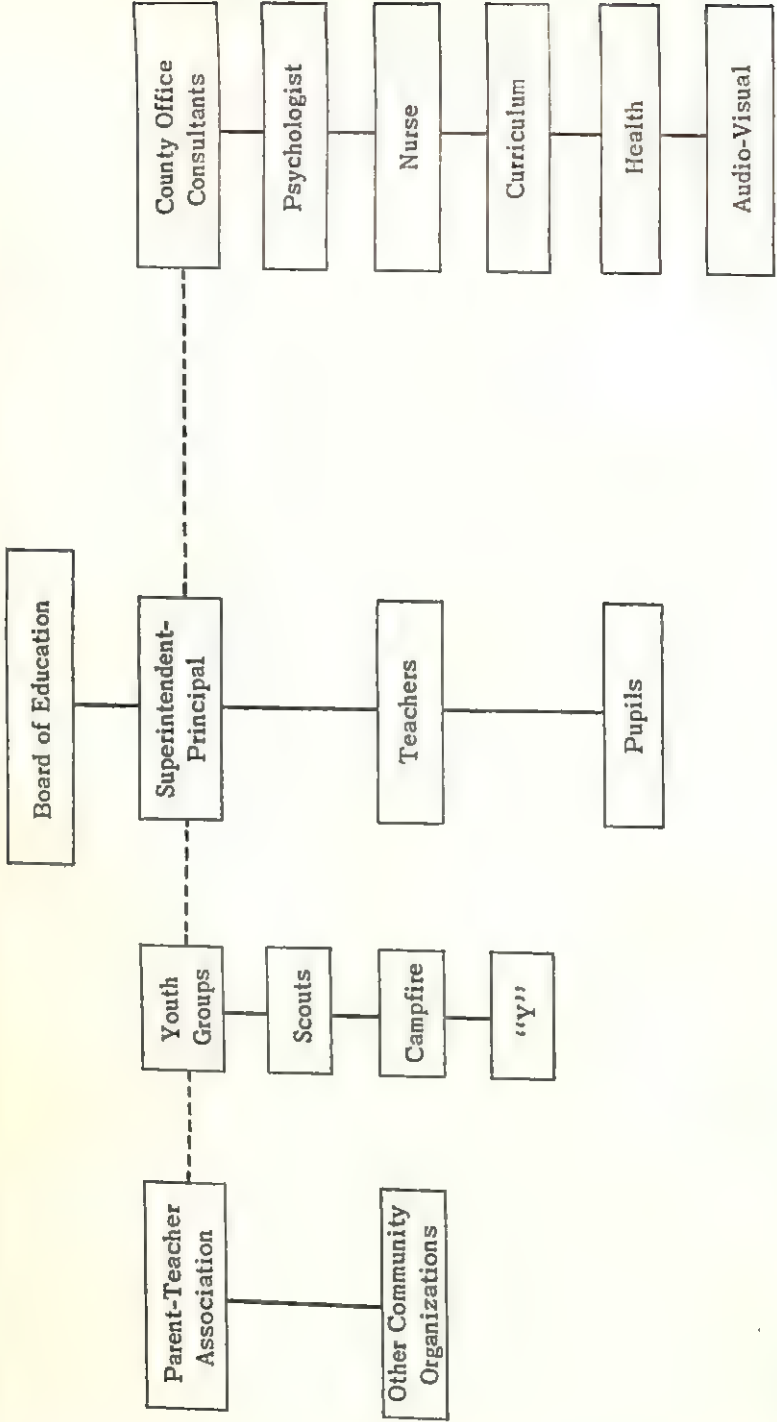
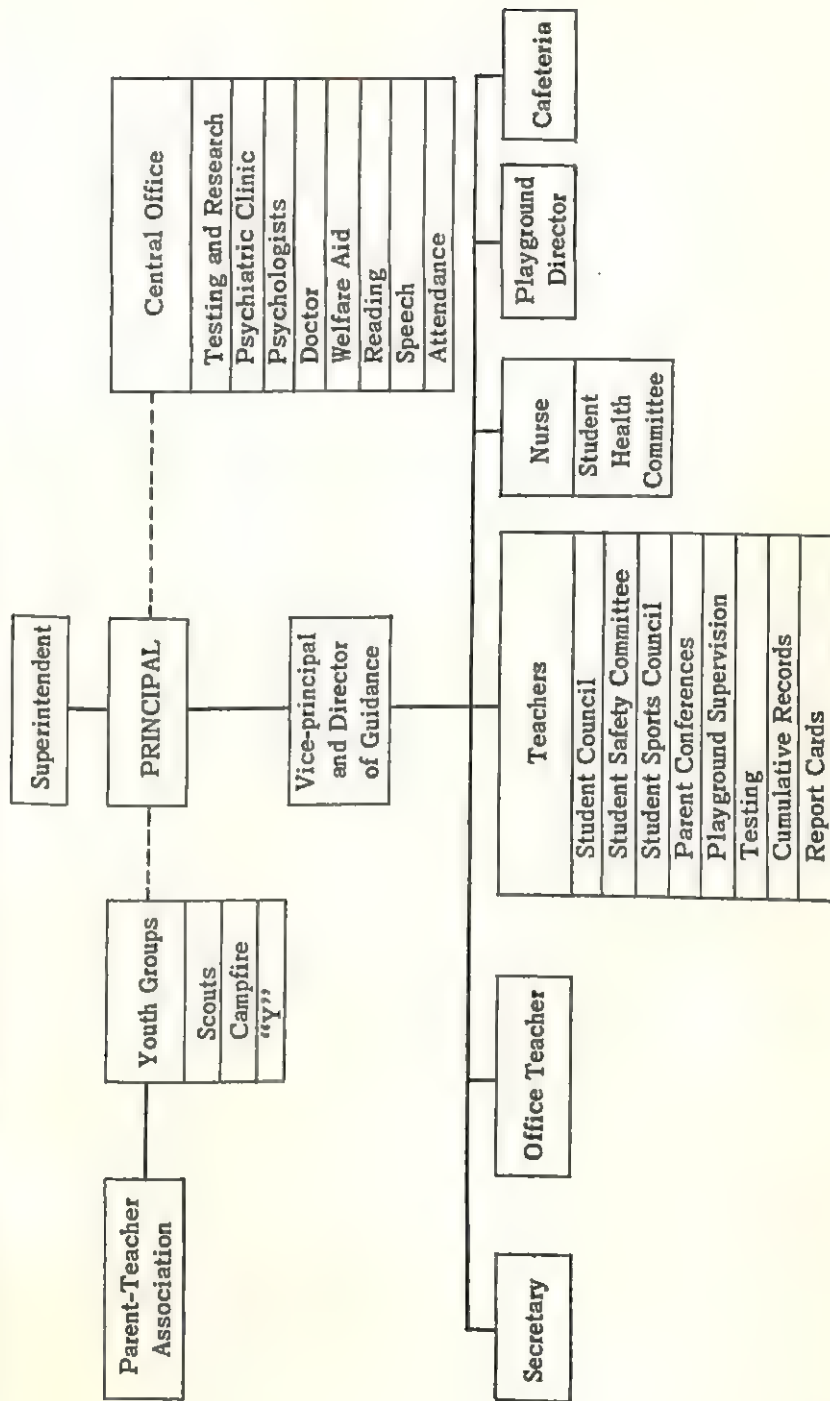




Figure 2. High School Organization for Guidance [E. Leo Waian, "Organization Makes for a More Effective Guidance," *National Elementary School Principal*, Thirty-third Yearbook, 34(1):17-21, September, 1954.]



to their expected level of accomplishment, and which were working below expectancy and needed special help.

6. Another result of discussing the test findings was the development of procedures for grouping children for learning experiences within each classroom.

7. Two teachers joined a child-study group along with the representatives of neighboring districts, and through systematic study of one child in their classes, they gained skill in observing characteristics and needs of all children, learned how to record significant information, how to interpret the effect of a child's community upon his attitudes, and how to use the child's daily classroom work to diagnose strengths and special needs.

Superintendent Harsh's quiet, democratic leadership and the responsiveness and hard work of his teachers have transformed the Running Springs School from "just another rural school" to one which provides an interesting, constructive, and significant school experience for each child.

Many of his methods would be equally applicable in a larger elementary school of ten or more teachers. An organization for guidance in such a school is shown as Figure 1. Figure 2 illustrates an organization for guidance in a high school.

## **THE ROLE OF THE ADMINISTRATOR IN A SECONDARY SCHOOL**

Alice Jackson Jones is the new principal of the Bear Valley High School, a rural school of 450 pupils, many of whom travel as far as thirty-five to forty miles round trip by bus each day. There are twenty teachers, and the guidance activities are supervised by the boys' vice-principal. The school has not been noted for its guidance program. The former principal, who just retired, was rather strongly opposed to some of the "new theories of psychology" which were taught in the universities.

Dr. Jones, who had been a popular teacher in the school for ten years before taking a two-year leave to complete her doctorate in guidance, had been brought back by the superintendent with the express responsibility of developing a more adequate guidance program. The steps she followed in helping to develop an excellent guidance program over a three-year period are worthy of study.

1. She began very slowly. Most of the first year was occupied with informal talks with individual teachers and pupils to help ascertain work already being done, special interests, types of training, unusual qualifications.

2. Interested persons were enlisted to make special studies or do special jobs. Two of the ninth-grade teachers wanted to know more about the characteristics of their pupils. They summarized intelligence- and achievement-test data sent by the elementary schools and administered an interest inventory which revealed areas of interest of individuals and trends of interest of the entire class. A twelfth-grade teacher wished to make a survey of occupations open to graduates. He undertook the study with the assistance of the boys' vice-principal, who also saw the need for such information.

3. These studies were reported to faculty meetings and to grade-level meetings of teachers. The need for additional information came out in these meetings, e.g., data regarding reasons for pupils dropping out of school, the number of children with special handicaps, the number who could be classed as "rapid learners," and the number not achieving up to their expected level as shown by intelligence tests.

4. A special institute was arranged to permit teachers in nearby elementary schools to visit high school classes. A return session was arranged to permit high school teachers to visit elementary classrooms. From this exchange of visits came a request to organize a cumulative-records committee with representation of elementary and secondary teachers.

5. Through the central office, arrangements were made to have a well-known guidance specialist serve as consultant to the high school faculty at a series of three workshop-type meetings in which data on their pupils were reported.

6. From these meetings came a staff request to organize a guidance council which would serve as an advisory committee on guidance. The council, as recommended by the faculty, included the principal, vice-principal, two teachers from each grade level, the school nurse, and the guidance consultant from the county office. Others were brought in according to the problem to be discussed.

Much has been accomplished during Dr. Jones's three years at Bear Valley High School; much remains to be accomplished. Through

Figure 3. Organization for Guidance in a Small High School

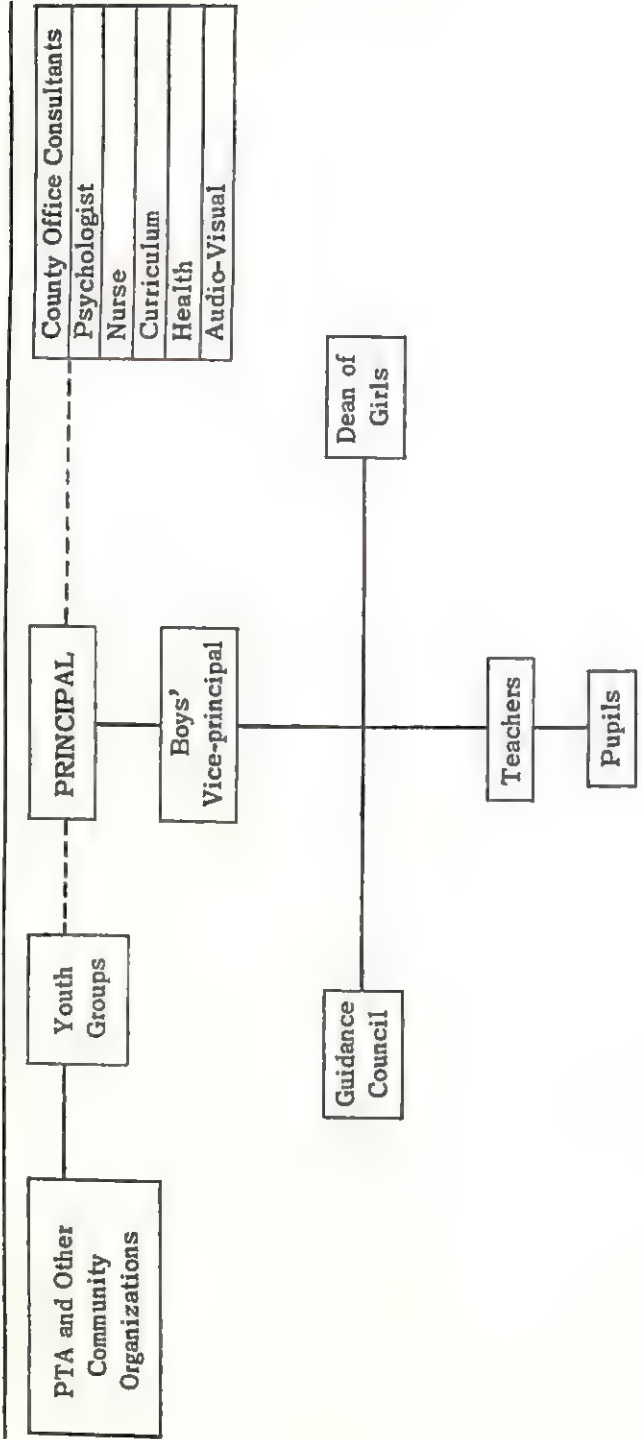
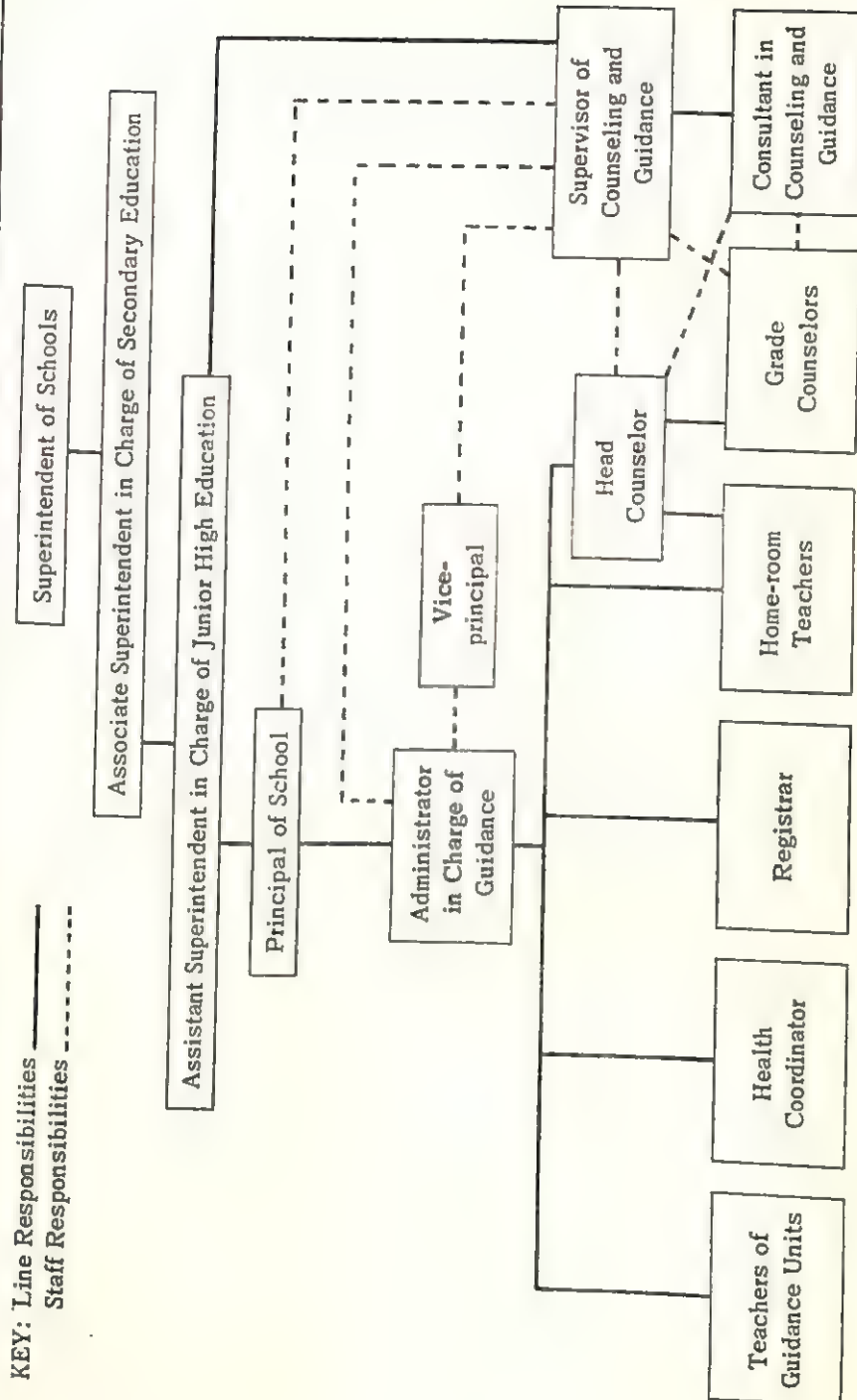




Figure 4. Guidance Organization of a Large Junior High School



the guidance council, she expects that there will ultimately come recommendations to the superintendent that additional time be assigned for counseling; that arrangements will be completed for an integrated cumulative-record system from kindergarten to grade twelve; that the testing and evaluation program will be broadened to include more measures of interest, aptitude, and adjustment; that teachers will be encouraged to study pupils' growth in relation to such objectives of education as good citizenship, critical thinking, personal and social adjustment; that a closer relationship between school and community will be established; that a work-experience program may be developed; that guidance data will be used to improve curricular offerings; and that there will develop the many additional activities that make possible the adaptation of the school program to the needs of children in a democratic society.

The type of guidance organization which was developed under Dr. Jones's leadership is shown in Figure 3. Figure 4 shows the guidance organization of a large junior high school in Los Angeles.

## **THE IMPORTANCE OF ORGANIZATION**

A natural question is: "Why organize guidance services?" Organization is important for several reasons. It makes possible coordinating work of many staff members so that instead of divergent, unrelated types of activity, the work of each person will relate to that of others in an integrated pattern. A second reason is that organization facilitates the use of skills, training, and interests of individual staff members. Recognition of these special interests and skills will mean that the teacher who has attended summer school to take courses in educational psychology and in principles and techniques of counseling may have an opportunity to use these skills in the guidance program, and that the person who has been a member of a child-study group for several years will have an opportunity to share his learning with other faculty members. A third value of organization is the economy of time and effort by the principal as well as the staff members involved. Finally, an organized approach to guidance should result in increased staff unity and morale, because each staff member is able to know the responsibilities of others as well as his own and can participate as a team member.

## PROBLEMS IN ORGANIZING A GUIDANCE PROGRAM

### What Is a Good Guidance Program?

Accurate and comprehensive knowledge is essential to good leadership. Even though in large schools the principal usually delegates much of the responsibility for the guidance program, it is still important that he become acquainted with the general background and fundamentals of a good guidance program. For instance, the principal or superintendent who is endeavoring to organize a guidance program in the elementary school will want to know the following essentials:

1. A modern guidance program is keyed to the purposes of education in American democracy. Four groups of objectives are:

- a.* The objective of self-realization
- b.* The objective of human relationships
- c.* The objective of economic efficiency
- d.* The objective of civic responsibility

Each of these is related to each of the others. Each is capable of further subdivision. To help children attain the major objectives of American education is the responsibility of the public school.

2. This guidance program assists children to resolve conflicts arising from modern society. Among the many problems which affect children as well as adults are the following:

- a.* Changes in the role of home and family
- b.* Shift from rural to urban modes of living
- c.* Intermingling of races, nationalities, cultures, and creeds
- d.* Improvements in transportation and communication, bringing the world close together
- e.* Rapid scientific development and the lag in adaptive social processes

3. It is an integral part of the education program.

4. It helps the school staff to understand better the characteristics of all children. Emphasis is placed upon:

- a.* The general characteristics of growth—physical, social, intellectual, and emotional

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- b.* The needs of all human beings—the need for affection, the need to belong, and the need for a feeling of personal worth, as well as the physical needs of food, rest, and activity
- c.* Individual differences—physical, social, emotional, and intellectual

5. It supplies information which may be helpful in planning experiences for all.

6. It helps teachers to understand individual children better through such devices as:

- a.* Observation
- b.* The interview
- c.* Special study
- d.* Measurement and evaluation
- e.* Cumulative records
- f.* Sociometrics

7. It uses guidance data in promotional policy and practice, in grouping within the classroom, and in special placement of individuals.

8. It emphasizes and applies principles of learning.

9. It improves classroom relationships and emotional climate through emphasis upon democratic procedures.

10. It provides for children with special needs.

- a.* The physically handicapped
  - (1) Seriously handicapped
  - (2) Slightly handicapped, e.g., speech defects, sensory defects, low vitality
- b.* The intellectual deviate
  - (1) The gifted child
  - (2) The slow-learning child

11. It is dependent upon the contribution of many staff members.

12. It stimulates the professional growth of all personnel.

13. It improves ways of working with parents and community.

14. It utilizes community resources which can contribute to the welfare of children.

15. Finally, it focuses attention upon the importance of evaluation, and uses appropriate techniques of evaluating the educational program of the school.



The principal or superintendent of a secondary school should be equally conversant with the essentials of good guidance in his school. In addition to the elements of good guidance in elementary schools listed above, a good modern secondary guidance program should:

1. Provide techniques for gathering data about pupils of junior high, senior high, or junior college age.
2. Provide trained personnel in addition to time in the daily schedule, space, and facilities for individual counseling.
3. Make available to students a library of information about educational and vocational opportunities.
4. Supply other means of utilizing guidance information appropriate to the age of the pupils and to the readiness of the pupils, faculty, and the community.

**What are the community's needs and wants, and what will the community support in a guidance program?** The problem of learning what the community needs and wants, and what it will support is of paramount importance to the principal or superintendent. He can get suggestions about what the community needs by analyzing information about the student body: the types of homes from which they come, the aspirations of parents for their children, the interests of the pupils, the economic status of the community, the vocational opportunities, etc.

Much of this information can be secured through objective test data and from follow-up studies of graduates and drop-outs; most will need to be gathered by the principal through talking with the citizens, the real estate operator, the barber, the early settler and the recent arrival, the presidents of the service clubs and the women's club.

**What are the criteria in selecting new staff members who can contribute to a developing guidance program?** Probably no responsibility rests more heavily upon a principal than that of selecting a new staff member. Although he may involve members of his staff in the selection, the responsibility is still his.

**What special resources and consultants are available?** No matter how outstanding a leader the principal may be, and how dynamic the staff, there will be times when the development of a guidance program will be most effectively advanced by utilizing an outside resource. The principal should be alert to the right time to bring in such a resource. Usually the staff will give him leads by requesting help on a particular

topic. Sometimes he will have to read the signs himself to determine the right time. Such evidence of need as the use of a new test, concern of the staff regarding the problem of "remedial reading," a desire to improve the library of occupational information—these and similar problems may suggest the need for bringing specialized help to the faculty.

The principal should also be on the lookout for the right consultant. His contacts at colleges and universities will be helpful in locating well-qualified persons. In a number of states the county office or state department provide a staff of well-trained, broadly experienced guidance workers who can serve as helpful consultants on both specific and general problems of the guidance program.

The following program of services provided by secondary research and guidance consultants in one county office may indicate to a principal the kind of help the staff can utilize.

The Division of Research and Guidance, Los Angeles County Superintendent of Schools Office, has the function of providing service and leadership in conducting and coordinating research and guidance activities. There are four coordinators of research and guidance to serve the secondary schools. Types of service they may render include:

1. Assisting secondary school districts in planning and conducting surveys of intelligence, achievement, personality, interests, and aptitudes.
2. Consulting with administrators, teachers, and counselors on the results of individual and group tests, and their implications for student guidance and evaluation of school program.
3. Providing aid to administrators and teachers in setting up and maintaining an effective cumulative-record system.
4. Consulting the district psychologists on individual psychological case studies of students with problems such as reading difficulty, mental retardation, speech, personal and social adjustment, and interpreting the findings in conference with the school staff.
5. Assisting with the in-service education of teachers in research and guidance techniques through faculty and other meetings.
6. Assisting school districts in relation to the following aspects of vocational guidance: (a) planning Career Days; (b) conducting community occupational surveys; (c) collecting, organizing, and using occupational information; and (d) planning placement and follow-up procedures.

7. Interpreting the guidance program to teachers, parents, and lay groups by means of institute programs, study groups, and professional meetings.

**Other guidance problems.** Many other problems will confront the principal who endeavors to improve the guidance service of his school. For example, he may well ask himself, "How can I provide the facilities—offices, files, clerical help, telephone service, tests, records, etc.—needed for a good guidance program? What are the best ways of collecting information about students? How can I establish and administer an information service about environmental opportunities? How can I prepare the schedule of classes to include guidance services? How can I establish and administer the counseling service? How can I establish and administer the placement and follow-up service? How can I budget for the guidance program? How can I interpret the guidance program to the community? What is the best way to plan physical facilities for guidance? How can I use community resources and agencies in the guidance program? How can I evaluate the guidance program in my school?" These and other problems are discussed in considerable detail later in this book.

The administrator who solves these problems most successfully will be one who blends sound practical knowledge with a friendly, tactful, diplomatic way of working with people to achieve mutually agreed upon goals. He will have achieved the "art of management" as described by F. C. Hooper.<sup>3</sup>

The art of management arms itself with sciences, and it is an important part of the art of management to bring about conditions, particularly in the handling of experts and in human relations generally, which make the fullest use of all that the science of management has to offer. Moreover, the science of management rests squarely for its successes upon the art with which its findings are applied.

The school administrator, as he works with his staff to develop and improve the guidance program, will need to apply his knowledge of the art as well as the science of management.

Stoops and Wahlquist give six basic principles for organizing a guidance program which will aid the school administrator in this task.<sup>4</sup>

<sup>3</sup> F. C. Hooper, *Management Survey*, Pitman Publishing Corporation, New York, 1948.

<sup>4</sup> Emery Stoops and Gunnar L. Wahlquist, *Principles and Practices in Guidance*, McGraw-Hill Book Company, Inc., New York, 1958, pp. 5-8.

## PROJECTS

1. List the advantages of an organized guidance program as contrasted with the absence of organized guidance.
2. Analyze the problems you face as principal, or which your principal faces, in improving the guidance organization of your school.
3. List in sequence the steps you would follow in meeting these problems.
4. In what ways may a principal or director of guidance improve the guidance program without increasing the staff? What advantages and what disadvantages may your plan have?
5. List the criteria which a superintendent or principal should use in selecting guidance workers.
6. What resources for improving a high school guidance program are there in most communities? Which of these are in your community?
7. What consultant and other resource services are available to you from a central district office or from the county office? How can these resources be best utilized?
8. As principal or director of guidance, how would you facilitate the use by teachers and supervisors of data gathered by the counselors?

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## CHAPTER 2

# Organizing the Guidance and In-service Training Program

In-service training is the link between planning and doing. It is a job that never gets "done," one that takes continuous doing. It pays off two ways: deepened human understanding and sympathy in teachers as professional people and increased personal security and sense of direction in the pupils with whom they work.

### THE LEADERSHIP ROLE IN IN-SERVICE ACTIVITIES

#### The Principal—the Key Person

Leadership of in-service training in guidance, whether direct or indirect, is usually the responsibility of the building principal. It is more directly assumed in smaller elementary and secondary schools where a significant percentage of the principal's time is devoted to pupil personnel problems and where the teachers consider the principal the key resource person available on such problems.

The principal's leadership role in guidance is more indirect and more frequently delegated in medium-sized and large elementary and secondary schools. In these schools there is a steady trend toward employing specialized guidance personnel part or full time. Because there are more small schools in the United States than there are medium-sized or large, it is still true that, on the whole, the continuous day-to-day guidance leadership role remains with the building principal, who, in

turn, may receive supplementary support from the increasing number of specialized guidance personnel.

### Helping Others Reach Their Goals

Since many principals do wear this complex mantle of guidance leadership, along with other highly professional and equally complex duties, it is helpful if they take a quick look at some of the psychological elements in leadership of any type.

Leadership has been defined as a "name for the activities of people who are perceived by an individual or group as providing maximum help, actually or potentially, with the means which the individual or group desires to use to attain its goals."<sup>1</sup> This definition might be paraphrased roughly as helping people to do better what they want to do in the first place. Members of the educational profession, no matter what their specific jobs, work constantly with people. As a result, they are constantly seeking to understand and relate themselves better to people, consciously or subconsciously. One of the obvious characteristics of all human beings is their active seeking of goals. From birth until death, everyone relentlessly searches for something better.

Whoever is perceived to have the understanding, skills, or material means considered necessary for goal achievement is sought for leadership. Paraphrasing this statement somewhat, if one or more individuals perceive a person as helping them or being able to help them achieve their purpose, this person becomes a leader for the individual or group involved. This gets us back to our definition: a leader is a person perceived by an individual or group as being able to control or provide the means which they desire to use in achieving their goals. The activities engaged in by this leader define the leadership function.<sup>2</sup>

As teachers turn to the principal for help on pupil personnel problems, he functions adequately when he directly helps them, or indirectly helps them by referring them to specially trained persons who are his delegated agents.

<sup>1</sup> Irving Knickerbocker, "Leadership: A Conception and Some Implications," *The Journal of Social Issues*, 4:23-40, 1948.

<sup>2</sup> Gordon N. Mackenzie and Stephen M. Corey, "A Conception of Educational Leadership," *Bulletin of the National Association of Secondary-school Principals*, vol. 36, no. 183, 1952.



### Scope of Leadership in Guidance

It seems important here to define the leadership role in developing the in-service training program in such a way that whoever takes it—whether building principal, a faculty member, or faculty group with specialized training and delegated responsibility—will have some idea of the scope of the problems involved. One of the most comprehensive efforts to define training procedures in guidance was reported by the U.S. Office of Education in 1950.<sup>3</sup> The following sequence of activities was identified in the context of this excellent report: (1) determining levels of readiness for in-service training in guidance; (2) determining needs for in-service training; (3) planning the in-service program; (4) operating the in-service program; and (5) evaluating the in-service program.

### DETERMINING READINESS FOR IN-SERVICE TRAINING IN GUIDANCE

Just as the spark kindles the flame, so, too, the interest and enthusiasm of the person or persons in the leadership roles in guidance and human relations activities have a stimulating and motivating effect on other members of the staff. If teachers are convinced that it is important in their school to be interested in children and to be concerned about their abilities, interests, achievements, and goals, they will be more ready for in-service training programs labeled guidance. If the superintendent and principal are guidance-minded, the stage is set for a successful program.

### Surveying the Existing Guidance Program

Assuming there is interest and enthusiasm on the part of key administrative personnel, probably one of the best starting points in determining levels of readiness of the staff is in looking at the existing guidance program. Faculty members like to feel that they are being given credit for the guidance functions they are already performing

<sup>3</sup> *In-service Preparation for Guidance Duties, Part 1, Series of Committee Reports on Counselor Preparation*, U.S. Office of Education, Federal Security Agency, Washington, 1950.



in their regular activities. If the guidance leader<sup>4</sup> starts with the view of "Let's take a look at some of the guidance functions we are performing," he establishes a positive basis for discussion. This approach also enables the staff to become more aware of the scope and function of the existing guidance program. During this initial stage, the guidance leader may be a resource person to the faculty in identifying the ongoing pattern of guidance service, or he may work with a committee of interested faculty members on a tentative and informal survey of the current program.

### **Pooling of Ideas through Informal Conferences**

It is the function of either the guidance leader or the survey group to talk with teachers and other members of the staff to determine the activities, strengths, difficulties, and problems which they identify in the ongoing guidance program and then to pool all their positive ideas for improving the program and their personal interests in participating in guidance activities. In these contacts the guidance leader or the leadership group should be alert to variations in readiness among the faculty for recognizing guidance needs and for expressing willingness to participate in guidance activities.

Not all members of the faculty will be equally enthusiastic, nor will all be interested in developing special competencies in guidance. The unique backgrounds of training and experience of teachers dictate their professional interests and attitudes toward activities involving human relations. The advisability of a questionnaire to determine interests and needs is raised in any study of readiness for training. There is some evidence that in developing professional training units individual and small group discussions are more valuable than a questionnaire. Following the pattern of leadership previously described, this would suggest that the guidance leader within a school would make an opportunity to discuss personally with each faculty member the guidance program and their mutual interest and training in guidance. Such discussions may be more productive after an orientation-type meeting where the faculty have an opportunity to think about the

<sup>4</sup> The term *guidance leader* will be used to describe the person who through training, interest, and professional job responsibility takes the initiative in organizing and activating the in-service training program in guidance in the school.

guidance program and to consider some of the elements generally identified with guidance.

### **Getting Set with an Orientation Meeting**

A guidance orientation meeting might spotlight guidance activities in the particular school and provide a basis of understanding among the faculty about present activities. Recognizing ongoing contributions of staff members tends to increase faculty interest in future plans and roles of the guidance program. In addition to spotlighting specific activities of staff members, the following points might be clarified in such an orientation meeting: (1) description of existing guidance activities in the present school program; (2) discussion of questions and problems raised by staff members as to their functions in the guidance program, including problems of over-all planning and specific practices and techniques; and (3) introduction of suggestions by staff members on areas of guidance training for which they feel a special need.

Such an overview-type meeting will not only tend to show the nature of the ongoing activities of the school; it will also tend to lessen the impression that some new burden is being placed, or about to be placed, upon the faculty. From research in industry on the vitality of group participation, there is evidence that active give-and-take by staff members in a training program is in proportion to the degree that the members understand and accept at the outset of the training period the existing program and recognize its strengths and its weaknesses. Individual and small group discussions following an informal orientation and problem-census meeting often bring out real concerns and active professional interests of faculty members. Previous training and interest backgrounds of the faculty are a potential reservoir for improving the guidance program of the school.

### **Using Teacher Questionnaires and Pupil Inventories**

Where personal discussions with faculty members are not practical and small group discussions are difficult to arrange, a questionnaire may be substituted. If so, it is probably most effective following an orientation meeting. A short check list requesting reactions to areas in which in-service training should be offered—behavior characteristics of children, counseling, interpretation of group tests, interview tech-

niques, professional library usage, control procedure, etc.—can be productive.

Additional techniques for ascertaining needs might include the following:

1. Have teachers keep a list for one week of the questions and problems which pupils bring to them and for which the teachers do not have satisfactory answers.
2. Use a pupil-inventory form on which pupils will record their interests, problems, and needs.
3. Use with students simple, open-ended questions, such as “What two problems or worries concern you most?” and “How could the school help you with them?”
4. Discuss one or more case studies of pupils generally known to the faculty. An outgrowth of these discussions might logically lead to more organized sessions on pupil-study procedures.

The activities suggested above will help to determine the *level of readiness* of the staff for in-service training in guidance and will, at the same time, serve as a basis for preliminary planning of the program.

## DETERMINING NEEDS FOR IN-SERVICE TRAINING

### Teachers Are Professionals

Closely related to the problem of determining readiness for in-service training is the task of establishing specific training needs. Here again, the problem is not so much the imposing of preconceived training patterns on a faculty group, as logically organized and as needed as they may seem to be, as it is spending the necessary time to determine levels of faculty training. Perhaps the most useful starting position in determining in-service needs is the assumption that all members of the staff have specific competencies for various types of guidance activities. As the result of their experiences, training, and personality organizations, various faculty members have the potential for playing varied roles in the school's ongoing guidance activities. The responsibility of the guidance leader, usually the principal or director of guidance, is to devise some manner of establishing the backgrounds and interests of faculty members so as to set the scene for next steps in training.

**Making a Survey of Staff Training and Interest**

Although no formula can be prescribed for quickly and accurately determining the backgrounds of staff members and their training needs, there exist a few methods of appraisal that have wide application. Some of these were suggested in connection with determining readiness. One is a survey of the previous education and experience of faculty members. Here it is important for the guidance leader to consider non-academic training or experiences which may have implications for the guidance program. For example, a person with experience in an employment office or in industry may contribute discussions on placement techniques. Being a parent is a highly complex experience which often is lightly valued by members of the profession who may be both teachers and parents. Training in child growth and development confronts parents every day. If the experience of faculty members can be enlisted, increased interest may be expected for at least two reasons: first, in making these contributions they will have a greater sense of belonging to the group; second, persons in the group will be more interested because of an understanding with other faculty members.

Probably one of the best means of surveying experiences and training is through discussions at early orientation meetings. Self-introductions, with leading questions by the director, are often helpful. In some instances a personal-data sheet completed voluntarily by the faculty will serve to identify persons who have special contributions to make because of their experience, training, or interest.

In almost every school there will be one or more faculty members who have special knowledge or skill pertinent to the guidance program. Sometimes merely discussing the unique roles in the guidance program of the librarian, home teachers, and coach will stimulate interest and cooperation among the staff.

**Gaining Faculty Cooperation**

The degree to which a staff participates in any type of guidance training depends largely on the understanding and acceptance of the principle that an effective guidance program can help each one of them and that they can help develop the guidance program. In fact, if the training program is to be successful, members of the school staff must be helped to see that without their participation the development of



the program is not possible. It is also extremely important that faculty members see that the guidance services which they render will increase their teaching effectiveness without necessarily increasing their teaching load.

Since teachers are quite human, their sensitivity to the possibility of increasing their teaching load cannot be overlooked in the discussions of an in-service training program in guidance. Several of the guidance specialists who have written on in-service training have carefully pointed out that certain "teacher blocks"<sup>5,6,7</sup> should be anticipated. It might be well to review briefly several factors, real and imaginary, which may operate against the training program. Some of the most common "blocks" to the program are the following:

1. Teachers may resent a program which they think will add to their already overloaded schedules. Administrative attention to re-vamping the record-keeping systems and clerical-type activities will provide additional time for teachers to take part in a guidance training activity. In some instances there can be little doubt that many teachers who enter in-service training programs with a high level of interest will end up with a "What's the use?" attitude unless steps are taken by administrators to facilitate the regular work, rather than add to it by increased duties.

2. Many schools have in-service programs because they think, "It is the thing to do." In such situations teachers justifiably resent participation. They will, however, be interested in programs built on the guidance needs identified by the staff and developed in an atmosphere of friendly and cooperative planning.

3. Many teachers are frustrated because they do not know what is expected of them in projected in-service programs. There is a continuing need in any faculty group for a clear understanding of staff responsibilities and administrative policies connected with getting any type of in-service training program under way. This is particularly true if there is a great deal of discussion about members of the faculty doing guidance without a clarification as to "what" and "whom." The

<sup>5</sup> Clifford E. Erickson and Glenn E. Smith, *Organization and Administration of Guidance Services*, McGraw-Hill Book Company, Inc., New York, 1947, p. 209.

<sup>6</sup> Clifford E. Erickson (ed.), *A Basic Text for Guidance Workers*, Prentice-Hall, Inc., Englewood Cliffs, N.J., 1947, pp. 401-402.

<sup>7</sup> United States Office of Education, *op. cit.*, pp. 9-10.

need for sensitive leadership is most critical in the development and operation of in-service programs. It is here that administrative direction, purpose, and enthusiasm are most keenly felt by members of the teaching staff.

4. It is not always possible for schools to provide time during the school day for faculty members to participate in training programs. Most teachers realize that it is usually impossible to conduct in-service programs completely on school time. However, they do appreciate compromise efforts which seek to schedule some in-service activities on school time.

5. In-service training should not be considered as a group procedure exclusively, although each faculty group will have several common training needs. Some faculty members will have training needs not common to their group. It may be necessary to provide for them on an individual basis. For example, a teacher new to the system may be particularly ill at ease with parent-conference reporting employed in many modern elementary schools or may not be sure of his interpretation of some of the newer tests of educational development being used at the high school level. In such cases it would appear that greater interest and more active participation could be secured by providing some individualized help.

## **PLANNING IN-SERVICE TRAINING PROGRAMS**

### **Planning for Leadership of the Program**

Identifying potential leadership among the faculty is associated with appraising the group's level of readiness and training needs. Before any faculty member is ready for a protracted in-service training program, it is necessary for the principal to determine the minimum resources available to the group. This would include faculty members who are sufficiently interested to take an active part in a more professional study of existing conditions. It would include also the availability of out-of-school leaders to conduct organized training sessions and to serve as consultants on specific problems. Valuable resource persons are state supervisors, counselor trainers, county school guidance staff members, and members of college faculties.

From information gathered through orientation meetings and other

preliminary activities, there are a number of activities that can be carried out before setting a series of in-service training meetings. Planning these activities may be the responsibility of the guidance leader or may be delegated to a small committee. The activities of this person or group might include:

1. Planning an agenda for one or more of the initial in-service training meetings
2. Arranging for and securing leaders and consultants
3. Gathering and arranging materials and equipment facilities to be used at various times during the training session
4. Surveying and compiling faculty and pupil responses as to needs and desires relative to ongoing guidance services
5. Preparing bulletins, newsletters, and book reviews to stimulate interest in guidance

### **Administrative versus Group Planning**

After plans for preliminary activities have been developed, the guidance leader faces the problem of the over-all content of the in-service education program. There are two points of view about the content of in-service programs. Some guidance specialists hold that such programs should be carefully planned in advance to cover the essential topics. Their programs are designed to meet needs as recognized by the administrative planners. Others believe that the needs recognized by the program planners may not be those recognized by teachers and others for whom the programs are planned. From their point of view, training needs which are unrecognized by trainees cannot be used to build a successful training program. They contend the group should formulate the topics. They would limit preplanning to such items as securing working facilities, identifying consultants, and arranging of other administrative matters relative to schedules and the like. These two viewpoints are diametrically opposed. In most training situations probably a middle course is most common.

### **Preparing Topics for Discussion**

After the orientation meetings, personal conferences, and small group meetings, it is often possible to set up general topics, such as:

1. How can pupils' personal problems be resolved through the guidance program?

2. How can teachers use tests for guidance purposes?
3. How does the guidance program influence curriculum planning?
4. What are the elements of a functional cumulative-record system?
5. How can test results improve classroom teaching?
6. How can a school organize so that staff members have time for guidance work?
7. How can resources in a community be utilized by the school in guidance work?
8. How can schools utilize results of follow-up studies of pupils?

### **Initiating Guidance Surveys**

It may seem that considerable time is being devoted to the preliminary steps in the in-service program. This impression is true because experience shows that human beings move slowly toward new growth. Determining their readiness to grow and the extent of their needs and involving them in the planning of the growth experiences are basic to the success of any program. The key function of guidance leadership is to be sensitive to the slow-moving nature of the learning process and not to rush or overwhelm participants with a neatly planned but possibly frustrating program. It is the recurring theme of this discussion that probably it is safest to initiate an in-service program following numerous exploratory personal and small-group meetings in which the staff has had an opportunity to participate in problem identification. Generally, such meetings and conferences result primarily in a survey of the needs and facilities of a particular school. Surveys of school guidance programs have grouped themselves somewhat around the following points:

1. Determination of the availability of guidance services in the present school organizational pattern
2. Development of an inventory of pupil interest, problems, and needs
3. Determination of the questions and problems of pupils to which teachers felt they were unable to give adequate assistance
4. Analysis of questions and problems of staff members related to their function in the guidance program
5. Appraisal of the extent of guidance training already completed or planned by members of the school staff, together with suggestions



regarding areas of guidance education for which they feel a special need

Although time-consuming, these surveys provide guidance leaders with a real measure of security, giving them at least an approximation of the level of readiness for in-service training of their group. They also can feel that they have a relatively reliable basis for planning a training program on real, rather than assumed, needs of the group. The survey process indicates a logical starting point and establishes some idea of a means of evaluating the program once it is launched.

## **OPERATING AN IN-SERVICE TRAINING PROGRAM**

### **Sampling Blueprints for Guidance Training**

The leadership task in guidance training is complicated by the necessity of seeing to it not only that the in-service program is made to fit the needs of each local school faculty, but also that it is not of the "boom and bust" variety. This means, therefore, that activities must be worked out in a relatively gradual sequence so that there will be a continuation of training rather than an elaborate start with a vague future. It is not possible to draw an over-all blueprint for in-service training. There are, however, some ideas which have been developed out of the experience of other situations that may be suggestive to those responsible for the guidance plan. Possibly these will provide some index of the type of plans which the local group might evolve.

1. At the outset, it is important that the faculty conceive of the in-service training program as contributing to the improvement of their personal relationships with pupils, other faculty members, parents, and administrators. They also should recognize in the outline of the program an opportunity to develop skills in the use of guidance techniques and thereby to improve their classroom teaching procedures. The in-service training program should hold promise for the faculty of also developing a better basic understanding of the point of view and purposes of the school.

2. As the in-service program gets under way, it is important that a continuous program of information and interpretation be made available to the entire staff and interested members of the community.

Through general faculty meetings and staff bulletins, teachers and the public can be more aware of the progress being made. Every community has opportunities which permit members of the faculty to report on their activities and contributions. Service clubs frequently like to have educators speak to them. These opportunities, if shared by the entire staff rather than by those with specific guidance leadership, increase staff interest in the program. The same would be true concerning opportunities to serve on county or state committees or to participate in educational conferences and other means through which information can be shared and faculty members can receive recognition.

3. Teachers should make use of intra- and interschool visiting. It is desirable for them to grow through on-the-job training. It is stimulating and reassuring to feel that other professionals are concerned about some of your problems and have taken steps toward solution in their specific situations. It is important that plans for teacher visitation be worked out by faculty members instead of being dealt with solely as a responsibility of the guidance leader. Although it is desirable experience to see firsthand how other people are meeting their problems, teachers are sensitive about being singled out as needing this type of experience. A volunteer basis established by a teacher's committee is nearly always more acceptable to a faculty group.

4. As in-service programs develop, the question of an adequate professional library is often raised. Information which applies to the problems being covered by the in-service training program is best utilized when it is located in an area easily available to the total staff. Those participating in the training program should participate in the selection of books, films, and other materials for this professional library.<sup>8</sup>

5. Systematic surveys of pupil problems by both locally constructed and commercially developed tests or attitude scales provide an excellent basis for getting started on an in-service training program. An analysis of the responses indicates the extent to which the more pressing problems of pupils are being met through the school program. Such an analysis makes an excellent basis for working on specific problems as a regular part of the in-service training program.

<sup>8</sup> See bibliography for: (1) "minimum bibliography," (2) guidance pamphlets, and (3) guidance films.

6. As the in-service program develops, a follow-up study of what is happening to the specific pupils is a valuable procedure. Analysis of the problems of specific pupils and definite techniques for helping them solve their problems can frequently be facilitated by the use of the case conference method. At times, a more generalized analysis can be made by periodic surveys of students and by follow-up studies of youngsters going on to high schools from the elementary school or those graduating or dropping out of the high school program. Studies of specific pupils and types of pupils can become a means of helping children and of advancing the in-service education program for the faculty.

7. In the upper grades of the elementary school and in the secondary school, analysis of pupil participation in extra class activities often is a valuable in-service activity. Answers to such questions as "Are certain pupils contributing too little or too much?" and "Is the problem of over-participation centered in the pupil or in the choice of activities open to him?" are the first step in evaluating the co-curricular program and can become the basis for planning to meet any needs which may best be uncovered.

### **Planning Training Methods**

Once the basic starting points in the in-service training program are identified and plans are laid, the question of training methods is the next logical step. The methods available include formal course work, offered as extension classes by local universities, or less formally organized programs, such as workshops, conferences, field observations, demonstrations, teacher institutes, faculty meetings, and child-study groups. These activities generally involve a group approach to in-service training. Since not all needs are group needs, it is important to consider the possibility of individual assistance being provided for some staff members through the services of state and county guidance personnel, as well as by specialized personnel within a large district's central office staff. There are growing opportunities for university-supervised internships in guidance activities in larger school systems. Nonacademic work experiences provide valuable firsthand knowledge of the world and individual insights into the needs and goals of the people. Well-planned summer work experiences may be among the most valuable training opportunities open to certain staff members.

### Utilizing Guidance Consultants

The individuals or groups assuming leadership in the guidance training program must themselves be well oriented. Because of the technical nature of the subject and because of the complexity of the problems in human relations which will be raised, a successful in-service training program cannot be projected on the basis of the "blind leading the blind." It is important at the outset of the program to survey the possibilities of available specialized leadership. In some instances there will be a highly trained guidance person available to the faculty as a member of the local school staff, or possibly as a member of a central staff of the district or a member of the county or state guidance division. If such training personnel are available, their knowledge and leadership should become a part of the planning. This does not mean that the activities of the faculty group may be dominated or directed by trained guidance personnel. It means only that their knowledge or skill should be available as a resource to the group.

Better working relations result where teachers are permitted to organize their own groups and to select their group leaders rather than having their groups or leadership set up for them. When study groups are controlled and directed cooperatively by their members, teachers are likely to acquire a deeper insight into personnel practices, even though they may not cover as broad a field of information as if their experiences were outlined for them.

### Using University and College Professors

When local resource personnel are not available, and even in instances where a highly skilled staff is available, it is extremely important to consider utilizing faculty members from nearby universities and colleges. Most colleges and universities now include extension classes, summer courses, workshops, seminars, and supervised internships dealing with guidance and pupil personnel. Taking formal courses in guidance enables faculty members to develop competencies in special areas and at the same time have an opportunity to work toward advanced degrees which are often requisite to salary considerations. Much time and duplication of effort can be saved if the faculty group can make careful appraisal of the types of guidance training offered in nearby training institutions and possibly plan courses which they



could take that would contribute to the several aspects of local school guidance planning.

Extension classes and summer courses permit extensive training in particular phases of professional work. For counselors, such courses provide opportunities for more specialized training. They also give the counselor trainees an opportunity to associate with people interested in the same field seeking self-improvement. There is a growing trend for the large universities to bring training programs to school districts through off-campus classes. It would seem important that in this situation the school district and the cooperating training institution realize the value of permitting faculty members to have some time beyond their regular class time to visit the school in which they are offering courses and to become acquainted with the problems and organizational concerns of that school unit. This type of in-service training seems ideal in many ways because it permits a problem approach to be developed under the expert leadership of college instructors.

### **Organizing Workshops**

Besides formal course work in guidance as a means of in-service training, there are several informal procedures of great value. These include workshop sessions where the emphasis is upon promoting teacher activity and upon establishing easy, cordial relations between teachers and administrators. Although workshops probably rely more heavily on participation of members of the group than do formal courses, it is still quite important that skilled leadership be available for workshop sessions. Workshops can be organized for one or two days or for a week, or they may meet for several hours each week over a period of time. Usually the purpose of workshops is to develop specific competencies—pupil counseling, giving and interpreting tests, etc.—or to provide an opportunity for the group to work together on a specific project, such as developing or devising a cumulative-record form.

Workshops are advantageous because they permit considerable participation, are less formally organized, and are usually more self-motivated. They can be organized easily around local problems and thus are more readily coordinated into other local activities. They permit pooling of talents and ideas by the participating faculty group and rely less heavily on the knowledge of the guidance leader. They do,

however, require considerable skill by the leader in techniques of working with groups, combining ideas, and furthering discussions. Unlike formal courses, workshops can start only after an awareness of problems has been developed and there is a concern for solving these problems. Again the problem of skilled leadership in workshops is quite real, the degree of skill by guidance leaders largely determining the maturity, conclusions, and the level of productivity of the sessions.

In addition to workshop sessions, conferences may be planned around the specific objectives developed through the problem-definition activities of the group. A single conference or a series of conferences attended by relatively small groups of people can cover a specific guidance activity, such as planning pupil programs. They are flexible to provide an opportunity to devote maximum attention to specific problems of such a small, homogeneous group. They permit informality, the free exchange of ideas, and a pooling of experience. Like workshop sessions, which are usually attended by a somewhat larger group and may not have such specific objectives, conferences do need careful leadership to provide continuity and direction in pooling recommendations.

### **Spotlighting Good Practices by Observations and Demonstrations**

Observation by field trips of successful programs and practices has the advantage of dealing with live situations and situations in which there is objective evidence of success. Both of these aspects of observation provide excellent promotional and motivational value. Field trips to other schools or to nonguidance centers frequently serve as excellent in-service education opportunities. It is important that the observers are briefed to know what to look for. Follow-up evaluations with the observing group are of real value in picking out the key points. The observation of successful practice sometimes carries with it the temptation to copy another school's program because it is successful. The guidance leader will have to provide some help on this problem, especially where the situation of the observers is quite similar to the situation of a successful school program that they have observed.

In a demonstration a specialized guidance worker usually comes to the local school and actually shows a selected guidance activity to the school group, using local records, information, and additional materials in working with local pupils. The demonstration, as an in-

service procedure, brings examples of good practice to a school, in contrast to the observation technique in which a person or group goes to another situation to study successful practices. There is a growing trend among specialized guidance workers to identify demonstration work as one of their essential activities. The procedure of case study conferences of pupils is an excellent approach because demonstrations can be adapted to local situations with minimum difficulty.

With demonstrations, as with observations, it is important that the guidance techniques and situations are in line with the present level of training and operation of the school staff. Techniques observed or demonstrated should be presented in situations where local persons and facilities are prepared to carry on, and where plans have been developed for postobservation and postdemonstration activities.

### **Institutes, Faculty Meetings, and Study Groups**

Institutes, both before school starts and throughout the year, provide opportunities of arousing interest in guidance activities which can carry through to later meetings. For example, the introduction through a teachers' institute session of sociometrics techniques for the grouping of pupils could set the stage for several subsequent in-service meetings in which some teachers might follow through their own class groupings in a study of the existing relationships and group structures within their classrooms. Faculty meetings provide one means for handling relatively brief topics. Sociodrama illustrating recent conference techniques has been used successfully in such faculty meetings.

One of the most significant trends in in-service training of teachers seems to be organized child-study programs<sup>9,10</sup> in which small groups of teachers work with trained leaders once or twice a month for one to three school years. Here teachers have an opportunity to study, analyze, and interpret the behavior of children in their own classrooms and at the same time develop a background of scientific information in child growth and development, psychology, sociology, and related fields. There are indications that child-study programs will become increasingly significant aspects of the teacher in-service programs within the next few years.

<sup>9</sup> Hugh Perkins, "Teachers Grow in Understanding Children," *Educational Leadership*, 7:549-555, May, 1950.

<sup>10</sup> Ralph H. Ojemann, "Research in Planned Learning Programs and the Science of Behavior," *Journal of Educational Research*, 1948, pp. 96-104.



### Using Consultants

Trained guidance workers on the staffs of local, county, and state offices can provide valuable help and direct assistance in solving current problems faced by the ongoing guidance services of the local district. Because their job responsibilities require that they operate in a great variety of situations, consultants often can bring experience and insights developed around one set of problems to bear upon the problems of a local district. They are excellent resources for assisting in planning the evaluation of guidance programs. They can make real contributions as participants or as resource leaders. They are excellent sources of information on current training materials and in many cases can provide up-to-date suggestions as to films, books, pamphlets, etc., that may be of real value in local training problems.

## EVALUATING THE IN-SERVICE TRAINING PROGRAM

### Appraising the Ongoing Program

The theme of this chapter has been that the in-service training program should be geared to the levels of readiness and needs of the training group. Only by periodic evaluations in which the trainees have an opportunity to state their feelings about the program can it be determined whether the needs of the group are being met. Continued interest and participation by any training group depends upon the opportunity to evaluate the program and redirect, if necessary.

In many instances group atmosphere will be sufficiently relaxed to make it possible for the evaluation to be a part of the ongoing discussion. Sometimes topics such as "How can our procedure be altered to suit our needs better?" or "Are the problems we are discussing the same as those we face in operating our guidance program?" will set the stage for informal evaluations.

Where the group may not feel at ease in discussing such topics for fear of reflecting on the leadership, evaluations may be secured by unsigned questionnaires. Like the above questions, the questionnaire should be worded to bring out comments which can be used as the basis for further program planning and modification of the training plan, if needed. The basic point in informal evaluations of this type



should be to determine the extent to which the interests of the participants are being served rather than to determine how much they are learning.

Since the purpose of an in-service training program in guidance is the improvement of guidance services in a specific school, one means of evaluating in-service training would be to evaluate the total program and its effects "before" and "after" the program is inaugurated. Obviously, the evaluation of the total guidance program is a technical and broad problem. Chapter 5 deals in detail with steps and procedures for evaluating the total program.

In-service education can be evaluated in terms of (1) its effects, such as professional development of the staff, improvements in the guidance program, increase in student ability to make satisfactory personal adjustments, and increases in by-products of the guidance program (e.g., improved teacher morale, administrative rapport, curriculum revision); and (2) the specific characteristics or activities of the in-service training itself.

### Evaluating the Blueprints

The U.S. Office of Education<sup>11</sup> has summarized eighteen points in question form against which to check characteristics of a local in-service training program. They merit careful consideration by the guidance leader. All phases of the program—planning, operating, and evaluating—are probed. These questions pinpoint the basic ideas developed in this chapter and illustrate how aims become the basis for evaluation.

1. Does the program spring from local needs and problems?
2. Is the content evolved on the basis of these local needs?
3. Are local persons given responsibility in planning the details of the program?
4. Do the procedures stimulate maximum individual thinking and participation?
5. Is the opportunity given to evaluate points of view and projected solutions in terms of applicability to local conditions, as well as to ideal conditions?
6. Is the training carried out in light of a sound philosophy of the nature and place of guidance services?

<sup>11</sup> *In-service Preparation for Guidance Duties, Part I, Series of Committee Reports on Counselor Preparation*, U.S. Office of Education, Federal Security Agency, Washington, 1950.

7. Is the training coordinated and integrated into the supervisory function of the guidance program?

8. Is adequate use made of resource persons in the state or district?

9. Are adequate resource materials available and used?

10. Are adequate physical facilities available for both group and committee study?

11. Is adequate coverage provided so that training is available to groups and individuals who need it?

12. Is interest in the program sustained so as to maintain a constant level of participation by members?

13. Are adequate records kept of decisions and recommendations evolved in the in-service program?

14. Are permanent records kept of all in-service education activities, showing topics covered, method of training, dates and training time, and persons enrolled?

15. Does the program concentrate on evolving details, forms, and procedures for organizing and operating the local program?

16. Is opportunity provided to study programs and to handle operational problems of individual schools?

17. Are persons participating in the program given opportunity to evaluate the training program?

18. Are suggestions obtained for improving subsequent training?

### **Studying the Effects of Guidance Training on Persons Involved**

The people involved in an evaluation of training include the students as well as the staff. An evaluation of the effect of guidance services on students should include the following points: (1) the number of students becoming adjusted more satisfactorily in their personal problems; (2) student ability to face and solve personal problems; (3) student evaluation of help received from guidance services; and (4) student concern about plans for additional education and vocational placement.

Since guidance services involve relationships between staff members and students, over-all improvements in the services can be expected as staff members better their attitudes and increase their skills to perform specific roles in the guidance program. A change in thinking and feeling is basic to change in action. Such questions as the following have been suggested<sup>12</sup> as providing leads for determining the existence of changes in attitudes and abilities of staff members:

<sup>12</sup> *Ibid.*, p. 94.

1. Have staff workers shown interest, appreciation, and participation in professional guidance activities?
2. Is there increased voluntary reading of professional guidance literature by staff members?
3. Do staff members reflect greater understanding of the nature and significance of the guidance program?
4. Do guidance workers indicate improved knowledge of guidance techniques and improved skill in carrying on various phases of the guidance program?
5. Is there improved sensitivity of staff members to student need for counseling service?

### Evaluating the By-products of the Guidance Training Program

When in-service training works with the problems of the local school situation, it often leads to important changes in curriculum and school organization which are independent of changes which may be effected in the guidance program as such. Interest in student problems by the school staff often reveals a need for greater emphasis in certain areas of the curriculum or possibly for modification of administrative procedure in handling discipline problems, revised curricula, and re-organized administrative procedures.

### Guidance Services and Basic Assumptions

In setting up some "basic assumptions" for the discussion of guidance services in smaller schools, Clifford Froehlich<sup>13</sup> developed three guiding principles which summarize the views expressed in this chapter and give orientation for all guidance leaders who have the responsibility of promoting and fostering the development of guidance services at the local school level.

1. Guidance services cannot be superimposed upon a school but must become through a process of gradual growth an integral part of the school program.
2. When establishing a guidance program, the range of services should be limited to functions which can be performed adequately by available personnel.
3. The development of the program is dependent upon the speed with which the staff acquires skills in handling additional guidance tools.

<sup>13</sup> Clifford Froehlich, *Guidance Services in Smaller Schools*, McGraw-Hill Book Company, Inc., New York, 1950, p. 8.

## PROJECTS

1. Prepare a list of definitions of educational leadership.
2. Make an analysis of the principal's leadership role in small, medium-sized, and large elementary schools. Do the same for the secondary field.
3. Prepare a list of points which could be used in determining readiness for in-service training in guidance.
4. Make an analysis of the faculty in your school to determine specific training for a well-functioning guidance program.
5. Prepare a personal-data sheet that you could use to identify persons who have special contributions to make in the guidance organization.
6. Assume that you have been appointed guidance leader. You have a small committee. Plan an agenda for the first two or three in-service meetings.
7. Make a list of objectives in the guidance in-service training program.
8. Prepare a statement appraising the in-service training program in your district. Evaluate the program against the eighteen points of the U.S. Office of Education.

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## CHAPTER 3

# Preparing the Master Program to Include Guidance Services

The term *master program* is used to describe the curricula or sequence of courses in a secondary school arranged within the framework of the daily schedule of classes. Some educators refer to the master program as the "daily schedule of classes." However, it is more than a "schedule of classes," for it involves the total curriculum plan of a school devised to meet the educational requirements of its pupils. State, city, and school requirements for graduation as well as teachers' skills are considered in constructing the master program. Guidance plays its role in the process, since pupil interviews, test results, and other data indicate pupil needs which are considered in constructing a master program designed to bring about pupil growth.

The point of view from which the master program, or schedule, is conceived determines if it is guidance-centered. Prepared from the guidance viewpoint, the master program is a plan which may utilize the creative and unique abilities of the teaching staff to accomplish the educational needs peculiar to pupils as individuals. In this sense the master program can express the philosophical values of individual freedom and responsibility inherent in democracy.

The administrator can make the master program a basic guidance instrument by (1) an intimate knowledge of the background, training, experience, preferences, and special aptitudes of teachers; (2) a com-

prehensive knowledge of the personal, social, and educational needs of pupils, as well as their aptitudes and inaptitudes; and (3) a working knowledge of school and community facilities.

Thus, preparing the master program is more than a clerical, mechanical job of fitting teachers, pupils, and classrooms into a balanced pattern. It remains a guidance function—a broad operation employing every tenet of good, democratic personnel administration, of teacher aptitudes, interest, and training, combined with pupil needs, school facilities, and community resources.

### **BASIC PRINCIPLES TO BE OBSERVED**

The principles or standards that should be observed in constructing the master program involve careful thinking and consideration by the administrator. Who shall be responsible for preparing the master program? How can it be a democratic procedure, providing participation for pupils, teachers, counselors, and administrators? What type of program, or schedule, will best fit the needs of the school? These are some of the vital questions that must be satisfactorily answered before work can begin on the more mechanical, routine operations involved in the process.

### **The Master Program—a Major Responsibility of the Principal**

Many studies have shown that it is best for the principal to be responsible for preparing the master program. There are many important reasons for this: (1) many personnel and management decisions must be made, such as placing teachers in classrooms and assigning certain types of classes to teachers; (2) many decisions requiring an over-all view of curriculum planning for the schools have to be made; and (3) if such decisions were made by the counselor or teachers, they would be placed in the role of administrator, which would be contrary to their training and particular functions in the school organization.

Although the principal should retain the main leadership responsibility, in practice it is often delegated to other administrative personnel, namely, vice-principals—especially in larger schools. When the responsibility of preparing the master program is delegated to one person, it is generally given to the girls' vice-principal, the boys' vice-principal, and, in some cases, to the counselor. When the responsibility



is shared, as it often is, common combinations are principal and counselor, girls' or boys' vice-principal and counselor.

Where responsibility is shared, the administrator assumes the over-all planning of the program and makes the weightier decisions concerning room and class assignments, curriculum planning, and class sizes. The counselor assists in many important ways: grouping pupils according to ability, tabulating pupil choices, securing test data for grouping, and other similar work of a technical or guidance, rather than an administrative, nature.

### **The Democratic Approach**

The preparation of the master program, or schedule of classes, should be a cooperative enterprise of pupils, teachers, counselors, and administrators. This means that some plan of action must be devised to permit complete participation of all factions in the school in this purposeful activity. Pupils should be allowed to express their ideas about the program through interest surveys, checking occupational lists, and participating in counseling interviews. Teachers should be active in committee and department meetings—contributing to the construction of the master program through an exchange of ideas and critical judgments. Counselors and administrators should work with all concerned in the educational process—pupils, teachers, and parents—to ensure true democratic participation.

A cooperative plan is suggested for several principal reasons: (1) by bringing together a representative group of teachers, counselors, and administrators, a great source of information is made available; (2) teachers and counselors can participate in administrative decisions concerning a phase of school activity often closed to them; (3) teachers and counselors can gain insights into the reasons for the necessity of administrative decisions from an over-all, rather than an individual, point of view; and (4) administrators can grow in the exchange of ideas with the staff members on a mutual problem.

### **The Workshop or Committee Approach**

This section has been prepared to provide specific suggestions for using staff members in a workshop or committee plan through which the master program may be developed democratically. The following is a plan suggested for a skeletal organization:

1. The principal or vice-principal, to whom the responsibility of preparing the master program is delegated, shall be the chairman of the committee or workshop group. His duties as leader shall consist largely of directing the planning of the workshop and organizing it to function effectively. He shall reserve the right to make administrative decisions that will be outside of the scope of the committee or group.

2. The head counselor, or director or coordinator of guidance, and grade counselors shall act as a technical staff to provide the information, resources, and data required to solve the problems arising in the joint enterprise of preparing the master program. The counselor will collaborate with the principal in planning and presenting the necessary information to the group. Counselors will also bring to the committee the results of pupil requests and needs, as expressed in guidance interviews and recorded and tabulated on program interview cards.

3. Department chairmen and coordinators of health, attendance, student activities, and the like shall act as a semitechnical staff to give the group special data within their provinces that will be required to ensure proper decisions. Department chairmen will contribute plans, suggestions, and ideas regarding their segment of the master program.

4. Teachers will constitute the source of information, reaction, and suggestions to the preparation of the master program from the grass roots, or the classroom, point of view. They will add their wisdom, information, and technical observations to democratic decisions arrived at by the group.

The workshop or committee on the preparation of the master program can proceed best in two ways: (1) through general group meetings in which all members participate in broad policy-making decisions, under the leadership of the principal, and (2) through special committees working on certain aspects of the preparation, such as collecting estimates concerning pupil enrollment, age, sex, and the like.

The following outline, which has been used in one of the major cities, is suggested for an in-service training workshop.

### **Master Program Making**

A workshop in master program making has been initiated to create an opportunity for faculty participation. The project will prove successful, valuable, and interesting to all who participate. Additions,

subtractions, and adjustments will be necessary before the actual schedule is acceptable.

### *Step Sequence*

1. Determine axis—vertical or horizontal.
  - a. Faculty horizontal
  - b. Periods vertical
  - c. Determine subject sequence on basis of requirements
    - (1) Physical Education
    - (2) English
    - (3) Social Studies
    - (4) Math-science
    - (5) Fine Arts
    - (6) Practical Arts
2. Provide for physical equipment.
  - a. Prepare board
  - b. Determine color tabs for grades
  - c. Number pockets
3. Set up basic blocking.
  - a. Provide maximum flexibility
  - b. Eliminate conflicts
  - c. Provide color guide for time schedule
4. Establish fixed subjects in relation to basic blocking.
5. Determine general variables.
  - a. Teachers' preferences, credentials, abilities, health
  - b. Pupils
    - (1) Curriculum requirements
    - (2) Grade level
    - (3) Electives
    - (4) Index
    - (5) Health
6. Prepare faculty-preference sheet.

7. Determine enrollment by grade and by boys and girls to decide number of needed sections.

*a.* Tally pupil elective sheets

*b.* Estimate number of sections per grade and subject

8. Prepare color tabs for required sections of subjects by grade (core curriculum).

9. Place teachers' names on board by departments in proper sequence (refer to 1c).

10. Place fixed subjects on board. Consider basic blocking (refer to 5a).

11. Place tabs in proper pockets indicating teachers' preference for grade and department.

12. Place Physical Education tabs in terms of basic blocking.

13. Place tabs by departments in terms of subject variables (refer to 1c).

14. Balance grade enrollment by periods.

15. Prepare room-assignment sheet.

16. Experiment with sample programs.

17. Prepare work sheets by grades from the board.

18. Prepare individual programs from work sheets.

19. Adjust master program in light of changing conditions—enrollment, teachers' allotment, rooms, etc.

### **Master Program and Guidance**

Guidance should be of primary consideration in preparing the master program. Careful study and analysis should be made of the results of interest inventories, aptitude- and achievement-test data, and counseling interviews as an expression of pupil needs. From such data, a pattern may clearly indicate curriculum needs for pupils of varying degrees of individual aptitude and achievement. For example, there may be an emphatic need to develop a program for any of the following groups of pupils: (1) the slow learner, (2) the retarded, or (3) the bright, or superior. Without due consideration of guidance information and its implications, the master program can be a dogmatic, arbitrary instrument which may result only in frustration and failure to pupils, teachers, and parents.

Other sources may contribute in a valuable way in preparing the



master schedule from the viewpoint of a comprehensive guidance program. Parent thinking regarding pupils' educational choices and vocational aims should be included through guidance in group meetings and pupil-parent interviews.

Classroom teachers should contribute information from their daily contacts with pupils through anecdotal records emphasizing the adjustment and occupational aspects of their subjects, and pupil evaluations based upon teacher judgments, test scores, and subject grades. Home-room teachers should greatly influence the guidance aspects of making the master program in their role as "parent teachers," acting as friends and close confidants of their pupils. They can do much personal and vocational counseling through discussion of methods of acquiring good study habits, the value of education to the pupil as a means of becoming a happy, adjusted citizen in a democracy, and choice of elective subjects in the guidance program. Counselors, of course, are in a key position to help parents, pupils, teachers, and administrators to understand the full importance of using information obtained in the guidance process. They can indicate through the interpretation of guidance data how it can be a directive force in preparing a master program to be built around the individual differences and changing aspirations of pupils, as well as the community occupational and civic opportunities afforded them.

### **Considering the Pupil**

Providing each pupil with means of expressing his choices in the educational program is a cardinal principle in good guidance techniques. Pupils should be interviewed by their counselors each semester before the master program is made. Such an interview presents two important aspects: (1) it gives pupils an opportunity to make their own decisions under guidance, and (2) it gives essential data from which the master program is constructed. Programs made without consulting pupils in a face-to-face relationship lack a sound psychological basis since, without this experience, the pupil is deprived of the chance of understanding and making choices which may lead him to a sense of democratic responsibility. To the counselor and administrator, the pupil-counselor interview is an important method of determining express pupil needs and teacher assignments, especially in elective fields.

### Considering the Teacher's Qualifications

The principal should have a thorough knowledge of the teaching qualifications of the staff to prepare the master program adequately. Sources of such knowledge are (1) teacher personnel cards, including data regarding teacher certification and major and minor teaching fields, hobbies, and special interests; (2) reports from department heads and supervisory visits concerning teacher strengths and weaknesses; and (3) forms stating teacher preferences and special abilities.

By careful consideration of such data, the administrator can put to optimum use teacher abilities as needed in fulfilling both pupil desire and requirements for graduation of state, city, and local school authorities. The facility with which the principal can work successfully with the master program will largely depend upon his knowledge and use of the important factor of teacher qualifications. Developing the master program through the teacher factor demands administrative skill in balancing pupil needs and desires, graduation requirements, and teacher skills and abilities.

In a large school employing many teachers the principal may find it easier to solve the above problem. In smaller schools with fewer teachers the administrator's task is more difficult. Here the program offerings will place extensive demands on the versatility of the limited teacher staff. For example, a single teacher may be needed to teach in widely different fields calling for several lesson preparations, thus violating the principle of equalizing the teacher load in master program making.

### Equalizing Teacher Load

When making the master program, or schedule, the principal should be sharply cognizant of the problem, previously mentioned, of equalizing teacher load. Strong consideration should be given to all factors contributing to every teacher's load: (1) the number of lesson preparations, (2) the kind and number of extracurricular activities, (3) health, (4) the size of classes, considering the varying problems, such as special classes, and (5) the provision of a classroom, if possible, and if not, some means of rotating rooms, traveling teacher assignments, etc.

In balancing the master program the principal must also consider the subjects teachers prefer to teach and those less desired. This problem

is best solved on a broad policy level requiring rotation of strongly preferred subjects and a balanced distribution of those less preferred among all teachers. Here the principal must work diligently to understand the aptitudes, interests, and qualifications of the teaching staff, thinking of the delicate personnel and morale problems tied in with meeting pupil needs in constructing the master program. On one hand, the principal must work to achieve teacher satisfaction of his fairness in distributing the load; on the other, he must provide for the needs of pupils taking subjects in a master program chosen under guidance.

### **Utilizing Space, Facilities, and Equipment**

The person who prepares the master program must (1) know the school plant very well and (2) have a well-developed understanding of the material requirements for the teaching of the various subjects. The former is a management function that involves many important decisions affecting pupil and teacher morale. The latter is a skill developed through experience in teaching and supervising teachers.

In making the master program, the challenge to the principal is to achieve a maximum use of space, facilities, and equipment that will render the school program, as expressed in the master schedule, of utmost value to pupils and teachers. The principal will find assistance in the accurate use of blueprints of the school plant, teachers' reports on room conditions, and direct observation. However, the most important criterion in the selection and assignment of classrooms and equipment is provision of the best possible conditions for the education of each pupil.

### **Determining a Suitable Type of Master Program**

There are three basic methods of master program making: (1) the block, (2) the mosaic, and (3) the combination of block and mosaic. It is the principal's responsibility to make the choice, considering such local factors as which procedures will be effective in a given situation. This section is presented here as an aid to the understanding and selecting of the right procedure according to a given set of factors. There is, as mentioned previously in this chapter, an opportunity to use the workshop or committee approach in solving one of the problems in master program making. Led by the administrator in charge of guidance, the group should study (1) the type of pupils and their needs;

(2) the curricular and extracurricular program of the school; (3) the goal, or objective, of the school program, as indicated by the community, parents, and pupils; (4) the qualifications of the instructional staff; and (5) the plant facilities and equipment. With this data and considered judgment based upon a sound philosophy of guidance, the appropriate choice of type of program can be made. The three types of program-making procedures may be described briefly as follows:

1. **The block program.** This system places large numbers of pupils in given combinations of subjects. For example, all pupils in a given grade will take a schedule, or program, of classes as follows:

<i>Period</i>	<i>Subject</i>
I	Mathematics
II	English and Social Studies
III	Science
IV	Electives
V	Physical Education
VI	Industrial Arts for boys Homemaking for girls

Each class is programmed in similar blocks throughout the school day, and the subject blocks rotate through the periods. The master program thus becomes a series of subject blocks. All pupils in a given grade have the same schedule of classes except for electives, industrial arts for boys and homemaking for girls.

This type of program has few strong points. In the main it provides each pupil and teacher with as simple an arrangement of classes as it is possible to devise. From a purely administrative point of view, this may be excellent, but there are many objections when the school program is to be broadened by including more than a minimum of curriculum offerings. The block system becomes ironclad, making it exceedingly difficult, if not impossible, to enrich the program choices of both pupils and teachers. Elective offerings are extremely curtailed, since they are generally confined to only one period for each class. Conflicts, therefore, occur at every grade level for pupils who may wish to pursue certain electives beyond a single semester experience. A suggested block-plan pattern is shown on page 55.

Perhaps the block system of program making is most useful in small junior and senior high schools. In such schools, because of the small



Figure 5. A Block-plan Pattern

Home Grade room	Period I	Period II	Period III	Period IV	Noon	Period V	Period VI
A9	Physical education	Shops/ Homemaking	Math	Elective		Social studies	English
B9	Shops/ Homemaking	Physical education	Elective	Science		Social studies	English
A8	Social studies	English	Physical education	Shops/ Homemaking		Math	Elective
B8	Social studies	English	Shops/ Homemaking	Physical education		Elective	Science
A7	Math	Fine arts	Social studies	English		Physical education	Shops/ Homemaking
B7	Fine arts	Math	Social studies	English		Shops/ Homemaking	Physical education

instructional staff and, in some cases, limited plant facilities, the block system may provide all of the curriculum offerings that the school can assume. However, in a large school, a straight block program would seem to be too circumscribed, and thus inadequate to permit the use of multiple teacher talents, in addition to the extensive needs of pupils. A listing of the advantages and disadvantages of the block system may serve as a helpful check for considering the choice of method for master program making.

### *Advantages*

- A. The block system of programming is easy to construct, control, and administer.
- B. It adequately fulfills the curriculum needs of small schools unable to offer more complex, enriched programs.
- C. It is better suited to small junior than junior and senior high schools.
- D. It provides a simple, regular schedule of classes for pupils and teachers, reducing sources of tensions.
- E. It provides physical education classes made up of a single grade, and thus offers an opportunity to develop a graded program.

### *Disadvantages*

- A. The block system of programming is too restrictive in course offerings.
- B. It sacrifices enriched course offerings for talented pupils and teachers.
- C. From the standpoint of guidance, it limits pupil adjustment because of the small number and variety of classes offered.
- D. It restricts a remedial program.

2. **The mosaic plan.** This system offers many varied courses to pupils. The master program has several sections of a given course in several different periods. In this way pupils are afforded many different combinations of program offerings. A pupil's program, or schedule of classes, is thus made on an individual rather than a group or class basis, as in the block system. A suggested mosaic-plan pattern is shown on pages 58-59.

This type of program making has many advantages for the indi-

vidual pupil. It perhaps comes closest to answering the basic guidance principle of complying with the heterogeneous needs of all pupils according to their interests and individual differences in ability.

For the administrator, the mosaic method of programming is more complex and difficult to manage than the block program. Nevertheless, especially in large schools, the method is capable of fully releasing the potentials of a talented instructional staff. Pupil and teacher adjustment under guidance and good administration are more readily accomplished through more extensive and varied course offerings. For small schools, the mosaic plan is helpful only to a limited extent. Small faculties, meager plant facilities, and fewer pupils make the more complex mosaic plan, or method, although necessary to provide extensive course offerings, impractical. In the smallest schools it is almost impossible to set up, even in a modified form.

Summarized, the advantages and disadvantages of the mosaic plan are as follows:

#### *Advantages*

- A. The mosaic system is flexible in meeting the curriculum needs of pupils without schedule conflicts.
- B. Its flexibility is a strong factor in providing the possibility for pupil adjustment under guidance.
- C. It provides the means of using the varied talents and aptitudes of teachers.
- D. It can provide a broader enrichment and exploratory curriculum program.
- E. It is best adapted to large schools requiring varied and complex curricula.
- F. It enhances the opportunity for providing remedial program scheduling.

#### *Disadvantages*

- A. The mosaic system of programming is more difficult to construct, control, and administer than the block.
- B. It is not good for schools of small enrollment because it increases the complexity of scheduling.
- C. It makes it difficult, if used in programming physical education classes, to conduct successfully a graded program.

Figure 6. Mosaic Plan

Grade	Period I	Period II	Nutrition	Period III	Period IV	Home room	
						Noon	Period V
A9	English	Physical education	Practical arts	Practical arts	Practical arts	Physical education	Period VI
	Math	Practical arts	Science	English	English	Social studies	Physical education
		English	Foreign language	Social studies	Electives	Practical arts	Practical arts
B9		Social studies	Math	Math	Math	Electives	Electives
	Physical education	Physical education	English	Physical education	Physical education	Physical education	Physical education
	Practical arts	Practical arts	Social studies	Practical arts	English	Practical arts	Practical arts
A8	Math	English	Math	English	Social studies	English	English
	Science	Social studies	Science	Science	Science	Social studies	Social studies
	Foreign language						
A8	English	Practical arts	English	English	Electives	Math	Math
	Social studies	Foreign language	Physical education	Social studies	Electives	Science	Science
	Math		English	Math	Practical arts	Electives	Electives
			Social studies	Social studies	Physical education	Physical education	Physical education
			English	English	Practical arts	Practical arts	Practical arts
			Social studies	Math	Fine arts	English	English
						Social studies	Social studies



B8	Physical education	English	Physical education	Physical education	Fine arts	Physical education
	Practical arts	Social studies	Practical arts	Fine arts	English	Practical arts
	Fine arts	Math	Fine arts	English	Social studies	Fine arts
	English	Science	English	Social studies	Math	English
			Math	Science	Science	Social studies
A7	Physical education	Fine arts	Physical education	Physical education	Practical arts	Physical education
	Fine arts	English	Fine arts	Fine arts	Fine arts	Fine arts
	English		Social studies	English		Social studies
			Math	Social studies		
				Math		
B7	Physical education	Practical arts	Practical arts	Physical education	Physical education	Physical education
	Practical arts	Fine arts	Fine arts	Practical arts	Fine arts	English
	Fine arts		English	Fine arts	English	Social studies
	Math		Social studies	English	Social studies	Math
			Math	Social studies	Math	

- D. It rarely provides an opportunity to bring together an entire class of a given grade for meetings and group guidance activities.

**3. The combination of block and mosaic plans.** This system, combining both plans of master program making, contains many of the advantages of the block and the mosaic systems. It is used in many different ways in both junior and senior high schools. Many administrators, counselors, and teachers believe a balance of the combined systems can be used to best advantage in junior high schools, because of the transitional and exploratory nature of the educational program at that level. In general practice the lower division, consisting of B7 through B8, is programmed under the block plan; the A8 through A9 grades are set up under a combination of both plans, with emphasis upon the mosaic. Core subjects, such as English, social studies, science, and mathematics, are block programmed, and the electives are scheduled according to the mosaic system. This type of modified block system is varied in a great many ways in junior high schools. The guidance viewpoint, the educational philosophy of the administration, and consideration of the kinds and numbers of pupils and teachers and types of school plant act as determinants in each school situation.

In senior high schools, especially those with larger pupil enrollments, the tendency is to use the mosaic plan to a great extent, with a few selected classes being blocked into the program. The more varied curriculum offerings presented in senior high schools, especially under guidance, require a master program constructed with a major emphasis on the mosaic system. Listed below are some advantages and disadvantages of the combined plan.

#### *Advantages*

- A. The combined system retains some of the advantages of the block system, such as the ease of construction and the location of given classes for group guidance.
- B. It contains some of the advantages of the mosaic plan, such as flexibility and plasticity to adjustment of program and pupil needs.
- C. It meets the needs of the junior high school program very well, as it develops from fewer to more offerings in the exploratory program.

- D. It is excellent for senior high schools, especially in meeting the complexities of larger schools presenting many varied courses.

### *Disadvantages*

- A. The combined block and mosaic plan is difficult to construct and to administer because of the necessity of planning to avoid conflicts.
- B. Pupils, teachers, counselors, and administrators do not experience the feeling of security of a regular, simple pattern of organization of the block plan.
- C. Conflicts result in pupil programming when selected courses are blocked in with the mosaic plan.
- D. Department conflicts arise and administrative problems increase when one department, for example, physical education, is blocked into the program, causing other departments to lose pupils they would otherwise have in their classes.

### **Preliminary Steps to the Master Program**

After general policies basic to planning and making the master program are carefully settled, the next consideration is to take the preliminary steps necessary to the construction of the schedule. This phase of the development of the master program, in practice, is achieved by any one or combination of the following: (1) the administrator in charge, working with the counselor and department heads; (2) the counselor, grade counselors, and department heads; or (3) a workshop group or master-program committee, consisting of the director of guidance, counselor, grade counselors, coordinators, and teachers.

As a guide to accomplishing early considerations prior to making the master program, the following preliminary steps are suggested:

1. Estimate the enrollment by grade and sex. This is a very important step, which should include every source: (a) the school counselor, registrar, and reports of principals of schools which contribute pupils; (b) the community census-tract reports, church membership, building permits, housing managers, builders of new tracts, chambers of commerce, and other business organizations, and (c) studies of past trends of pupil enrollment and drop-out.
2. Estimate the number of groups by grades. How many pupils should be in special training, remedial, average, and bright groups?

This data can be secured by the counselor from scores of intelligence, achievement, and diagnostic tests.

3. Estimate the number of teachers required, based on individual pupil enrollment and pupil norms. This information should be secured for elective, required, and special subjects. Attention should be paid to the different pupil class-size norms.

4. Teacher-preference sheets should be issued, collected, and tabulated as to subject choices.

5. Pupil program cards for tentative choices of major, course, and subject should be prepared for program making.

### **Individual Responsibility for Pupil Programming**

Pupil programming involves individual and group guidance activities. The individual approach is to hold a face-to-face interview with each pupil concerning his educational choices. Often, as a supplement to the interview, group guidance meetings are held with large groups of pupils to explain the course offerings, including constants and electives from which the pupils must choose their next program.

It is common practice for the head counselor to plan individual pupil programs in most schools. However, there are many schools, depending upon the organization, in which the responsibility is shared by others. Some other individuals who are assigned the task are grade or assistant counselors, home-room teachers, and English and social studies teachers. Programming of pupils to be assigned to special classes, such as corrective, remedial, or special training, is usually done by the counselor or grade counselors. In large schools the health coordinator generally recommends pupils who are to be assigned to lip reading, speech, and corrective physical education classes.

Two methods of pupil programming suggested are by grade counselor or home-room teacher. Both methods are widely used, depending on the size, organization, and philosophy of guidance of the school.

In a school where home-room teachers are a fundamental part of the guidance organization, they often, under the direction of the grade counselor, assume the responsibility of pupil program making. The methods of both group and individual guidance are used in the process. In extended or lengthened home-room periods, the teacher will lead discussions on the curriculum of the school, emphasizing constants and electives and vocational implications for each course. Pupils can



be given an opportunity to understand the school offerings in the light of their personal interests, aptitudes, and ambitions. Under the direction of the home-room teacher, pupils make required and elective choices for their programs. As mentioned, the grade counselor works with the home-room teachers in a supervisory capacity, directing and aiding the teacher-counselors in the performance of their tasks.

Some schools with more time allowed for guidance use the grade-counselor approach to pupil programming. Group and individual guidance procedures are carried on by each grade counselor for the pupils assigned to him, usually by grades. Grade counselors in such a plan generally have from three periods to a full day allowed for guidance activities, and pupil programming is only one responsibility of the guidance program. They usually provide one or more program interviews, preceded by group guidance meetings for each individual pupil. The interview may include (1) a review of the pupil's past scholastic record, including test data and teacher appraisals; (2) a discussion of all information regarding the school offerings; and (3) a selection, tentative or final, of the subjects to be taken for the next semester, according to the course requirements and electives.

## **BUILDING THE MASTER PROGRAM**

With preliminaries completed, including the guidance activity of pupil programming, several administrative and management details remain. The following steps will serve as a guide to complete effectively the preparation of the master program:

*Step 1.* The secretary tabulates the pupil choices by subjects and grades. This count is obtained from the pupil program cards (Figure 7) in which the required subjects and electives are indicated. The tally can be conveniently made by having each grade counselor furnish the choices of the pupils for whom he is responsible. The counselor can then complete the process on a master tally sheet. A sample of a master tally sheet is shown on page 65.

*Step 2.* The director of guidance, working with the counselor, next determines the subjects or courses to be offered and the number of classes in each field of study. This step is based upon the pupil-teacher load or norm which is used in a particular school, and the number and skill of the available teachers.

Figure 7. Pupil's Card (front)

Last Name			First Name			Grade		H.R.	
FALL SEMESTER PROGRAM					SPRING SEMESTER PROGRAM				
Room	Subject	Grade	Room	Subject	Grade				
I _____	_____	_____	I _____	_____	_____				
II _____	_____	_____	II _____	_____	_____				
III _____	_____	_____	III _____	_____	_____				
IV _____	_____	_____	IV _____	_____	_____				
V _____	_____	_____	V _____	_____	_____				
VI _____	_____	_____	VI _____	_____	_____				
Course _____			Major _____			Read. Grade _____			

Figure 7. Pupil's Card (back)

Last Name		First Name		Grade		H.R.	
PLAN FOR FALL SEMESTER				PLAN FOR SPRING SEMESTER			
1. Physical Education				1. Physical Education			
2. _____				2. _____			
3. _____				3. _____			
4. _____				4. _____			
5. _____				5. _____			
6. _____				6. _____			

Figure 8. Master Tally Sheet (sample portion)

	ART				BUS. EDUC.				ENGLISH			
	Rm.	Class	No.	Notes	Rm.	Class	No.	Notes	Rm.	Class	No.	Notes
I	20	B <sub>7</sub> Art	32	Closed	110	Typ 1	48	Closed	106	B <sub>7</sub> - 3	37	
	215	B <sub>7</sub> Art	32		115	Bus. Eng.	20		212	B <sub>7</sub> - 2	31	
	214	Art Craft	33						26	B <sub>7</sub> - 7	34	
	10	Art. Serv.	22						50	B <sub>7</sub> - 8	32	
									39	A <sub>7</sub> - 5	27	
									14	B <sub>9</sub> - 4	36	
									205	Rd. Imp. Jr. Q	20	
									49	B <sub>10</sub> - 7	25	
									37	B <sub>10</sub> - 8	27	
II	4	Ceramics	27		110	Typ. 2	31		106	B <sub>8</sub> - 1	38	
	20	Sr. Art	22		114	Cfm. Pract.	27		241	B <sub>8</sub> - 8	28	
									39	A <sub>8</sub> - 3	25	
									212	A <sub>8</sub> - 4	27	
									50	B <sub>9</sub> - 3	37	Closed
									49	B <sub>10</sub> - 5	37	Closed
									105	B <sub>10</sub> - 6	35	Closed
									202	A <sub>10</sub> - 3	18	
									26	B <sub>11</sub> - 2	36	

The following sample indicates the process involved in this step.

#### A7 Program

- Enrollment—414  
204 boys; 210 girls  
12 sections at 34 each—17 boys; 17 girls

- Required subjects

Physical education Period VII

English—social studies (double period)

Mathematics

Art (71 in music organization now)

Music—1 class (39)

Industrial arts (10 weeks each)

General wood

General electricity

Homemaking

24 classes 6 teachers

12 classes 6 teachers

9 @ 34 3 teachers

1 @ 34 1 teacher

4 classes 2 teachers

4 classes 2 teachers

8 @ 23

Figure 9. Teacher's Request Form

To: Faculty  
From: Principal's Office  
Subject: Program requests

1. Your choice of program for next semester:

- a. Room \_\_\_\_\_
- b. Conference period \_\_\_\_\_
- c. Lunch period \_\_\_\_\_
- d. Extra assignments \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

e. Subject choices and grade levels:

First choices	Second choices
_____	_____
_____	_____
_____	_____

2. Miscellaneous suggestions or remarks \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3. Return to department chairman by \_\_\_\_\_

Name \_\_\_\_\_

*Step 3.* Department heads are given the necessary information to work out the master program according to the needs indicated. Four important factors are considered by the department chairmen: (1) teachers' choices of subjects, as indicated (Figure 9) on their preference sheets; (2) the names of all teachers who might be available to



**Figure 10. Department Program Sheet**

[illegible]

work in the department; (3) the classes to be taught; and (4) the number of teaching periods required to fulfill the needs. With this information at hand, each department head can submit his segment of the master program. Figure 10 illustrates this process.

*Step 4.* The dummy program is constructed by departments, scheduling all groups in each grade in each subject. Each department chairman turns in to the administrator in charge his completed work sheet, as previously illustrated. Many conferences are held with each department chairman until all adjustments are made and the master program stands ready for use, as shown on page 68.

Figure 11. Master Schedule (sample portion)

ENGLISH I			BUSINESS EDUCATION			INDUSTRIAL ARTS		
	Period	Room		Period	Room		Period	Room
Rd. Gd. I	1	B4						
Rd. Gd. T	2	B3	Bookkeeping I	1	235	Auto Mech. I	2	164
Rd. Gd. H	3	B4	Bookkeeping II	2	235	Auto Mech. I	3	164
Rd. Gd. G	3	B5	Bookkeeping 3-4	5	235	Auto Mech. I	4	164
Rd. Gd. G	4	B11	Gen. Business I	6	235	Auto Mech. II-IV	5	164
Rd. Gd. H	5	B10	Gen. Business II	3	235	Auto Mech. II-IV	6	164
Rd. Gd. R	6	B6	Gen. Business II	4	235			
ENGLISH II								
	Period	Room		Period	Room		Period	Room
Rd. Gd. H	1	B6	Typing I	1	134	Body and Fender	1-2	165
Rd. Gd. I	1	B11	Typing I	2	134	Body and Fender	3-4	165
Rd. Gd. G	2	B11	Typing II	1	132	Cabinet I	1	161
Rd. Gd. I	2	206	Typing III	3	132	Cabinet I	2	161
Rd. Gd. R	3	B3	Typing III-IV	2	132	Cabinet II-III	4	161
Rd. Gd. G	3	102				Cabinet II-VI	5	161
Rd. Gd. T	4	B3	Bus. English	3	153	Cabinet II-VI	6	161
Rd. Gd. G	4	B6	Bus. Law	1	153			
Rd. Gd. I	5	B4	Bus. Law	6	153	Electricity I	4	159
			Bus. Machines	2	135	Electricity II-IV	3	159

*Step 5.* According to the completed master program, the teachers are notified of their schedule for the next semester. Figure 12 indicates how this may be done.

*Step 6.* The signing-up of pupils and the balancing of classes, except for follow-up measures, are terminal in building the master program. Pupil sign-up is completed in many ways, according to the thinking of teachers, counselors, and administrators.

At the opening of some large senior high schools, a day for registration is set aside on which the pupils may select their own program of studies as provided by the master program. Pupils proceed from department to department, signing up with teachers of their choice.

Figure 12. Teacher-assignment Form

Period	Subject	Grade	Room
I	English	B10	139
II	English	B10	139
III	Conference		Office
IV	English	A10	139
V	English	A10	139
VI	Senior English	B12	139
VII	Play Production	A11	Stage
VIII			
IX			
X			

Sally Green

Teacher

In some junior and senior high schools pupils are programmed in the office before the first day of school. It is common practice for the home-room teacher to be guided by the offerings set forth in the master program. Pupil choices of required subjects and electives are made under guidance, but the selection of classroom and teacher is left to the counseling staff.

Balancing the master program is a problem in tally control of the number of pupils placed in each class. Several methods have been devised to solve this problem. Three are mentioned as the most commonly used: (1) a master-program tally sheet showing all classes, upon which is indicated by numerical count the number of pupils placed in each class; (2) mechanical hand devices, such as a large board, pegged with hooks for each class, upon which tabs are placed to indicate each pupil as programmed in each class; and (3) machine devices, using an IBM card system.<sup>1</sup>

*Step 7.* The final step in completing the master program is to check and adjust the sizes of classes to the normal teaching load established for each department in the school. Grade counselors are most often designated to complete the final balancing of classes under the counselor's direction. This involves changing of individual pupil programs,

<sup>1</sup> L. G. Feldman, "Programming Classes by Means of a Punch-card System," *High Points*, 32:28-32, March, 1950.

rooms, and teachers. The director of guidance should enter into this process when it involves the changing of teaching personnel or classrooms. The dropping or adding of classes, necessitated by increased or decreased enrollment, is a major responsibility of the administrator in completing the ultimate adjustments on the master schedule.

Many devices and techniques may be found helpful in assuring a smooth-running master program. Listed below are several that should be considered:

1. The master program should be started and completed as early in the semester as possible.
2. Extreme care should be taken in checking, tallying, and balancing of classes prior to the opening day of school.
3. The opening-day bulletin should state clear and concise instructions regarding scheduling procedures.
4. In secondary schools incoming B7 and B10 pupil programs should be ready for the first day of school.
5. Pupils whose electives cannot be programmed should be called in for a conference before the new semester begins.
6. New pupils should be preregistered and programmed wherever possible.
7. There should be a trial run of the master program near the end of the previous semester or on the first day of the new semester.

In general the selection of the type of master program and the pattern, or organization, by which it is to be prepared must be worked out cooperatively by members of the school staff. In this chapter principles, methods, and techniques have been suggested, but they are nothing more than schematic arrangements. Administrative leadership, counselor competency, and teacher understanding must join through democratic discussion and agreement to achieve a master program sensitive to pupil educational and vocational needs.

## **PROJECTS**

1. Outline a plan for a workshop group to follow in preparing the master program. Include the various steps and the dates on which they should be completed for the school calendar.
2. Survey and describe the process of preparing the master program in a school with which you are familiar.



3. List the basic principles to be considered in making the master program, and discuss the one that you think is the most important.
4. You are the administrator of a junior high school with six hundred pupils. What kind of master program would you employ? What would be the principal reasons for your choice?
5. You are the administrator of a large senior high school with two thousand pupils. What method of making the master program would you employ? What would be the principal reason for your choice?
6. Determine an estimate of pupil enrollment for the B7 or B10 grade for a junior or senior high school. Use all sources of information including: (1) attendance reports, (2) census-tract data, (3) reports of principals of contributing schools, and (4) requests for permits to attend other schools.
7. From several junior and senior high schools, collect pupil-tally sheets used to organize enrollment data for master program making. Using these forms, devise one suitable for your school.
8. Use the form illustrated in this chapter to make a dummy program for a single department in your school.
9. Devise a method of tallying the size of classes as they are being programmed while constructing the master schedule.
10. Write an opening-day bulletin to pupils and teachers which will ensure a smooth first day of school. Be explicit regarding information and instructions concerning pupil programs.

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## CHAPTER 4

# Gaining Support for the Guidance Program

*Public relations* may be defined as those activities of a group which are designed to promote sound and productive relations with others. Public relations factors in the school guidance program are hardly separate from the rest of a school public relations program, which must include a composite of all aspects of education. To gain support for the guidance program, school administrators must encourage favorable responses from parents, taxpayers, pupils, teachers, classified personnel, and members of the board.

### PRINCIPLES OF PUBLIC RELATIONS

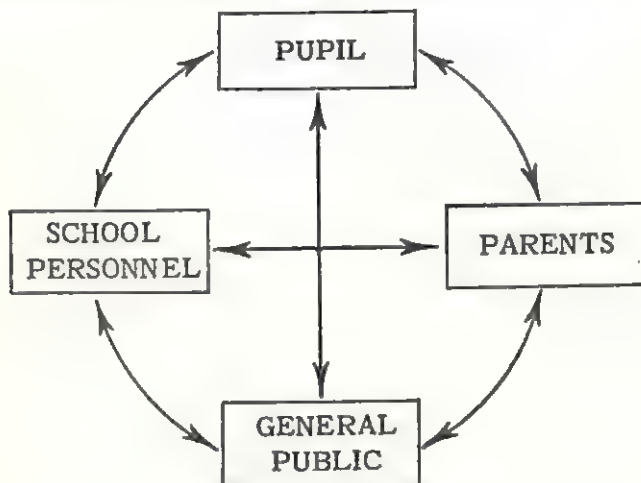
As far as guidance is concerned, the goal of public relations is mutual understanding of the need for an operative guidance program. Good guidance techniques are based upon the needs of children, and these techniques can succeed only when they are understood and supported by all concerned. Thus, the program of public relations has two aspects: (1) establishment of need for use of guidance techniques and (2) agreement on methods to be used.

An understanding of the characteristics and needs of the children is basic to the operation of a good guidance program and is a necessary factor in public relations. School personnel must first understand these needs and be well informed on the district program in meeting them before they can do their part in dealing with others.

The term *interpretation* is often used synonymously with "public

relations." This is an acceptable use of the word if it implies a two-way proposition and considers all groups involved: pupils, school personnel, parents, and the general public. The relationship among these groups is shown in Figure 13. Too often public relations is considered

Figure 13. Interpretation Flow Chart



a one-way street, where school personnel have the single responsibility of "selling" the school program to the public. Equally important is the part of the public in interpreting its needs to the school and in taking an active part in the necessary program of action. Mutual understanding among all groups requires a two-way exchange of ideas.

Achievement of a successful program tends to bring about increasing participation by all concerned. As greater understanding is reached and guidance-mindedness grows, child adjustment improves; this improvement results in a greater satisfaction with the school program and an increasing desire to strive cooperatively toward an even better situation.

A sound public relations program for guidance must be based upon the following principles:

1. The guidance program should be soundly based upon proved goals and procedures, which are evaluated continuously, and it must be designed to meet local needs.
2. All concerned should have an understanding of factors involved in normal adjustment of children.



3. Interpretation should be a two-way process involving participation of the entire community.

4. All school personnel should be especially well acquainted and in agreement with the guidance program.

5. All available channels of communication should be utilized.

6. Good coordination should be improved for the administrative aspects of the program.

7. The program should be a continuous endeavor and should not be restricted to special events.

Educators have a responsibility for the introduction and evaluation of new techniques and methods of accomplishing school objectives. Ultimate acceptance of innovations must depend to a large extent upon the understanding and support of students, parents, and the public. Tradition still reigns with considerable strength in our society, and in many places the public is opposed to experimentation. A good public relations program will establish relationships which make progress possible, both through improvement of established means and utilization of new methods.

## NEED FOR PUBLIC RELATIONS

In modern society the understanding of others is necessary to every group if it is to accomplish its mission. The importance of this understanding depends upon the purposes of the organization—the type and scope of the activities. Our public schools probably command the interest of, and affect the lives of, more people than any other American organization. Thus, it is important that everyone understand the work of our schools and be in general agreement with their programs. The door should not be closed on criticism, but it must be understood that criticism should be of a constructive nature. This view implies that information is a step to understanding, and that understanding is necessary if the critic is to fulfill his responsibility of offering helpful suggestions.

In most communities one may find complete agreement as to the goal of a guidance program—improving the planning and adjustment of children. But there may be considerable disagreement as to the means of reaching that goal. All want well-adjusted children, but not all understand the ingredients necessary for this adjustment. There is

a great need for interpreting the dynamics of personal adjustment, and a school guidance program cannot succeed until all concerned are informed as to the basic aspects of guidance. A guidance-minded school requires a guidance-minded community, and educators must take the lead in working toward attaining such a situation through an active public relations program.

Such a program is especially needed in the field of guidance because:

1. Guidance is a new area. Only recently have we begun to understand the dynamics of human adjustment and to apply the lessons learned.
2. Too few adults have made a systematic study of the research in child development. Therefore, they have little understanding of the needs of children and the best ways to satisfy those needs.
3. Cooperation is vitally necessary if the school is to help children with their problems. Poor home influences can easily counteract efforts the school may make.
4. The community deserves to know all about any school program, as the people support it and have a vital concern in the results obtained.

## **PUBLIC RELATIONS PERSONNEL**

A good public relations program involves every person in the community. It certainly is true that teachers are very influential, but countless individuals also influence the life of a single child. When the barber remarks to a boy, "Say, I'll bet you'll be glad to get back to school next week," he is playing a constructive role in promoting favorable attitudes that lead to adjustment.

Since the purpose of the guidance program is the improved adjustment of children, evidence of success is first seen in them. Parents rightly base most of their conclusions regarding success of the school program on the attitudes and behavior of their children. Thus, there can hardly be any doubt that the child himself is Public Relations Agent Number One. If a child enjoys school and gets along well with others, one can be quite certain that good guidance techniques are being employed in his school.

The role of school personnel will be discussed in Chapter 6. Although the public relations aspects of each school group may be evi-

dent from that discussion, it might be well to dwell further upon the special role of each here.

Too often do we focus attention on administrators and specialists as being at the core of the guidance organization, and they are often expected to be responsible for the program *in toto*. Though they are extremely influential and important in the organization of the program, their contacts with pupils, parents and the general public are limited both in number and type. The vast majority of contacts are made by the classroom teacher.

For the most part it is the teacher who must recognize maladjustment in children, discover the causes, take steps to remedy the trouble, and interpret his actions to parents. For this reason it is essential that teachers receive proper college and in-service training in public relations for guidance. Only recently have teacher-training institutions provided for this need. School districts have also become increasingly aware of the necessity for in-service training in this field and have provided for teacher growth through faculty discussions, workshops, professional libraries, and other means.

The teacher's own adjustment is important also. A teacher in poor mental health can hardly be expected to exercise favorable influences upon his pupils or to understand guidance sufficiently for proper interpretation to others. Thus, a very important aspect of the public relations program is that the school employ well-qualified and adjusted teachers, and exercise concern for their continued *esprit de corps*.

School nurses and special teachers play a strong role in the public relations program. They have many occasions to call on parents at home and most frequently deal with those who are least receptive to the work of the school. Because of the stigma attached to having a child who is mentally retarded and the resulting rejection by the parent, teachers of special classes for these children must be especially qualified as effective public relations agents.

The role of classified personnel in promotions and interpreting a good guidance program is often underestimated. School clerks and custodians in particular make many contacts with children and parents. It is important that they understand and agree upon guidance procedures as much as do the administrative and teaching personnel. To achieve this goal, an in-service training program should be provided for them. A clerk or custodian who mistreats a child may undo

much of the work of a patient teacher. There should be no place on the payroll for a custodian who, despite the efforts of others, believes so strongly in the "spare the rod and spoil the child" psychology that he continually brings articles giving this view to school to show the guidance counselor. As a representative of the schools, he does much more damage to the guidance program than he would do as a layman.

To function properly, the guidance program must be administratively sound, and all school personnel must agree upon and be familiar with its operation. This coordination is mainly the responsibility of the district administrators. The problem is the same regardless of the size of the school system, but in small districts the solution is simpler because fewer people are involved.

School administrators should, of course, be especially skilled in their relations with others and must also assist other school personnel. Many teachers have had successful conferences with parents because of the helpful advice of the principal.

Failure of administrators to establish clear-cut policies and coordinate the activities of school personnel in guidance will result in chaos. Everyone in the district must have substantially the same guidance concepts and give harmonious interpretations to others.

## **PUBLIC RELATIONS TECHNIQUES**

The best public relations in any endeavor is the operation of a good program. Thus, the techniques of public relations are essentially the same as those employed in promoting a good program, plus special efforts toward further interpretation of that program.

The techniques employed in interpreting guidance activities are basically the same as those used to promote understanding of other aspects of public education. For the purposes of this presentation, they will be categorized as techniques concerned with contacts with (1) students, (2) individual parents, (3) parent groups, and (4) the general public.

Despite the value of developing good public relations techniques, it must be remembered that the quality of personnel employed is more important than the merit of the techniques themselves. A carefully conceived program is doomed to failure if the people who are to carry



it out are not capable, while superior personnel may succeed fairly well with little technique-consciousness.

### **Working through Students**

As the student is Public Relations Agent Number One, anything influencing his welfare is of importance to the public relations program. The whole scope of classroom and school activity has guidance implications.

Teachers realize today that they must be concerned with more than just the academic growth of their pupils. New psychological viewpoints of concern for children's emotional welfare have gone hand in hand with development of more efficient methods of instruction.

"Children are people too" expresses the modern attitudes well. Each child must be treated as an individual and have that feeling of importance, love, and security. He must be given tasks commensurate with his ability, for those children who rarely experience a feeling of accomplishment are not happy. Classrooms with high student and teacher morale, where people enjoy working together, provide the best evidence of good guidance concepts in action and the best guarantee of effective public relations.

### **Reaching Individual Parents**

The day-to-day contacts of school personnel and parents are important aspects of a good public relations program in guidance. Thus, the most vital techniques are those which promote the establishment of friendly relationships through the face-to-face individual contacts between school people and their public. Every meeting is a good public relations situation, and it behooves school employees to take advantage of every opportunity to improve these relationships.

The most widely used technique in making possible these opportunities is the individual parent-teacher conference as the method, or a method, of report to parents on the progress of their children. This practice is gaining increased acceptance, because it has proved a valuable means of giving information to parents which will contribute to the child's progress, gaining their cooperation in furthering growth of the child, and interpreting school policies in guidance and other areas. Furthermore, the conference gives the teacher opportunity to secure helpful information from the parent.

All teachers can profit from instruction in conference techniques and from discussion regarding:

1. Purpose of conferences
2. Materials used for conferences
3. Preparation for conferences
4. Items to be covered
5. Techniques of conducting conferences
6. Ways to secure parent cooperation
7. Ways to close a conference

Teachers must give attention to such details as proper lighting and ventilation of the room, and avoidance of interruptions. They must become skilled at extending a friendly greeting, establishing a relaxed atmosphere, and listening to what the parent has to say. The success or failure of a conference depends primarily upon the ability of the teacher, and even our smallest schools would do well to publish a guide to assist the teacher in this most important area of public relations.

Following is a list of some of the techniques which have proved helpful to teachers in their conferences with parents:

1. Establish rapport with the parent through a friendly greeting and discussion of a topic of general nature. Be a gracious host.
2. Sit *with* the parent, not in a position of authority at your desk.
3. Prepare a brief written analysis of the child's progress and problems, and steps being taken to help him.
4. Begin and end the conference on favorable aspects of the child's development.
5. Avoid discussion of any adverse conditions for which you have no remedial suggestions.
6. Discuss strengths as well as weaknesses.
7. Listen to the parent fully and make every effort to appreciate his point of view. Do not interrupt.
8. Hear criticism fully, but avoid arguments. Accept negative remarks impersonally. Diplomatically change the subject if necessary.
9. Use language and discuss ideas which the parent can understand.
10. Treat all information as highly confidential, and avoid discussion of other individual children.
11. Be professional in any discussion of other teachers or schools.
12. Tell the truth, but be tactful and diplomatic.

13. Offer workable suggestions for improving the child's weaknesses.
14. Give the parent an opportunity to ask questions.
15. Do not place blame for present conditions.
16. Encourage the utilization of other persons in working on the more difficult problems, but only if the parent is likely to welcome help.
17. Let any plan of action grow out of mutual agreement; avoid "giving advice."
18. Give the parent samples of his child's work. If it is dated, the material may be good evidence of progress.

These and many other techniques can be used to counteract the parent's fear of teachers and to encourage his acceptance of modern guidance concepts.

Conferences should be publicized through school and community newspapers; then parents will be prepared for the conference and acquainted with its purposes. Many parents have fearfully gone to see the teacher with the impression that they were the only ones being "called in."

Several printed forms may be provided which will assist teachers in parent conferences: invitations to parents (although a personal note is most effective), conference plans, conference reports, etc. It is desirable that the parent be given a written report of the conference to take home with him.

Important individual contacts are also made through referral of students to guidance clinics. Districts may have the services of a psychologist, either employed locally or provided as a county service, who is asked to assist with the problems of particularly upset children.

It is the teacher's responsibility in severe cases to recognize the child's special needs and make a referral to a psychologist, giving pertinent information about the child's attitudes and actions at school. Either the teacher, counselor, or principal may contact the parents to be certain that they agree with the procedure to be used. After a case study is prepared by the counselor, appointments are made for the teacher and principal, child, and parents to meet with the psychologist at separate times. Periodic consultations may be held until the child's condition improves.

Often parents of emotionally disturbed children are not guidance-

mind, show little interest in the schools, and tend to place blame for their children's problems on the school. The guidance clinic provides excellent opportunity for interpreting guidance to parents, helping children in their life-adjustments, and providing teachers with better insight into the problems of children. This last aspect of the clinical procedure is especially important when it involves those teachers who have such a lack of understanding about child psychology that they are reluctant to recognize that they, too, need assistance in dealing with the child.

Parent cooperation is vital to the accomplishment of individual therapy of this type. If long-range continuous public relations techniques have failed and parents refuse to accept the assistance of the psychologist and other school personnel, there is little hope of improving the child's adjustment.

### **Reaching Parents in Groups**

The advantage of employing group techniques is that large numbers of parents can be easily reached. Many types of group activity are possible, but the type and sponsorship are not so important as the quality of personnel conducting the meetings. The approach will vary with the size of the school and the capabilities of the staff.

In many communities the local Parent-Teacher Association or parents' club is the best instrument through which to interpret the guidance program to groups of parents. Talks and panel or group discussions are often scheduled as part of regular meetings, and study groups are organized. Although the tendency is to use specialized district personnel, where available, to lead such activities, the school principal, teachers, and capable parents should be encouraged to participate actively in this type of public relations program.

Parent-teacher groups may, of course, be helpful in other ways. Many organizations publish bulletins containing information about the school program, provide opportunity for parents to meet teachers in a social setting, show films, etc. One group raised money for a book shelf, buying child psychology publications written especially for parents. These were available for loan from the counselor's office. Another PTA cooperated with the local adult school in sponsoring a lecture series by a prominent area psychologist.

Although the parent-teacher organization can be a valuable public



relations instrument, the school itself may also employ many useful group techniques. Some schools precede the individual parent-teacher conferences with room meetings. At these meetings the teacher can discuss with parents the content of the school program, classroom activities carried on to accomplish objectives, instructional techniques, homework policies, and modern methods of discipline; he can also set the stage for the individual conferences which are to follow. Discussion of individual children should, of course, be avoided at the group meeting.

Group techniques may also be employed at the guidance clinic; for example, parents receiving help from the clinic can meet together periodically for discussions with the psychologist. Some parents who will not individually accept the fact that they have a disturbed child will often gain insight and cooperate as a result of sharing with others having similar problems.

One district which employs *bibliotherapy* (assigning books to be read) as a regular clinical technique utilizes weekly group meetings to discuss what has been read. This type of interpretation is important, because parents may misunderstand what they hear or read. Many Americans seem to be afflicted with the so-called "black-white complex" and see only two types of discipline, rigid or none at all. They fail to understand a middle-of-the-road approach and may interpret modern methods of discipline as "letting them run wild."

Other worthwhile public relations group techniques may be centered around the activities of students. Some of these are:

1. School paper or annual
2. Open house
3. Career Days
4. Concerts
5. Athletic contests
6. Reports and exhibits of class and club activities

Many parent-teacher groups schedule a brief student presentation at the opening of each regular meeting. This is valuable as it not only shows the parents their school's activities firsthand, but also tends to influence attendance favorably at the meetings.

The importance of working with parents can hardly be overemphasized. Many school people are content to work only with children

in solving guidance problems, not realizing the dividends sometimes accruing from parent-education activities.

### **Reaching the General Public**

It is important that those public relations techniques be employed which will ensure interpretation of guidance policies to every segment of the community. To select the necessary techniques, school personnel must know the community. They should join church, service, and fraternal organizations and participate actively in the social and civic life of the community. The resulting contacts furnish a basis for the necessary two-way processes of interpretation, participation, and cooperation.

Radio, television, and newspapers are good media for reaching a large public. Some school districts have regular radio programs; in rural areas the county office or teachers' association is better suited to employ this technique. Most newspapers are eager to provide space for school news, and schools should cooperate fully in providing information. In small communities a regular school-news column is especially desirable.

Research has shown that school news is dominated by reports on extracurricular activities, particularly athletics. The public relations program would benefit by greater dissemination of information regarding other more routine school activities. News people should be encouraged to visit the school and publish editorials regarding its guidance program.

School personnel should be available to give talks to community organizations, and student groups may also make presentations at regular club meetings. Community groups should be invited to come to school. In one community the various service clubs each plan to meet at the school for lunch once each year. Clubs can be encouraged to take part in such affairs as open house, patriotic ceremonies, and Public Schools Week observances. Use of school facilities for meetings is also conducive to improved public relations.

The school is not the only organization interested in the welfare of children, and a survey of community agencies might be helpful in developing cooperation. The Kiwanis Club may assist in providing milk for the needy, the Rotarians in the adjustment of handicapped children, or the American Legion in a Christmas party for the under-

privileged. Any cooperative endeavor provides opportunity to reach the understandings which are the goal of the public relations program.

In health services there are many opportunities for cooperation with local and county agencies. Examples are kindergarten health and registration "roundups," immunization programs, and Red Cross activities.

Many communities have found that a lay advisory group, or citizens' committee, provides an avenue for interpreting community needs to the school and for the reciprocal process of explaining the school program to the public.

Another valuable instrument might be the superintendent's annual report. This publication should be written in language which the public can understand and should not dwell on the more technical aspects of school administration. Separate reports to the board of education and the public are desirable. Research indicates that these reports can be effective in public relations if they cover a large segment of the school in a concise manner, especially giving information on new activities and methods.

Utilization of a great variety of public relations techniques will facilitate the needed two-way interpretation between students, school personnel, parents, and the general public. The resulting understanding and cooperation will ensure a guidance-minded school and community and will bring about better adjustment of youth.

### **OBSTACLES TO GOOD PUBLIC RELATIONS**

The chief obstacles to a good public relations program will usually be found in the competencies of the personnel engaged in the program. Since school personnel have the major responsibility for success of the program, they are the first to be criticized for poor public relations.

Because the majority of contacts with the public are made by teachers, it is important that they be guidance-minded and capable of directing a classroom program in keeping with good guidance concepts. But it is also vital that they possess the necessary personal qualifications to establish friendly relations with parents.

The reasons for the failure of far too many teachers in both respects are many and varied—hereditary limitations, childhood experiences, lack of adequate teacher training, poor administrative lead-

ership, and the like. Teachers will tend to teach as they were taught and treat children as they were treated unless they receive good training in modern methods.

Even under the best of conditions and with the best of personnel, a good public relations program in guidance may be difficult to achieve. The increasing urbanization and complexity of our society, with resultant changes in the role of the school, create almost insurmountable problems.

The new role of the school is not accepted by all. Some still want to limit formal education to the traditional basic skills, not understanding that modern society demands increased formalization of training in the social, political, and economic realms. Most adults can remember when guidance was limited to vocational aspects. Now it is important that the school be concerned with the whole child—with his attitudes, welfare, and behavior regarding health, ethics, morals, morale, manners, citizenship, spiritual growth, vocations, and social behavior. Our complex society today requires training in all aspects of education.

The stronghold of tradition is indeed an obstacle to good public relations. The cooperation of adults is essential to the provision of an adequate school guidance program, and school personnel often become unduly discouraged when they are able to make but little progress in changing parental attitudes.

There must be recognition of the obstacles to good public relations and evaluation of progress in the light of the difficulties encountered.

## **EVALUATION OF THE PUBLIC RELATIONS PROGRAM**

Chapter 5 will deal with evaluation of guidance programs. The various techniques of such evaluation either directly or indirectly apply to an appraisal of the public relations aspects of guidance activities. As the single goal of good guidance is the welfare of children, the only conclusive evidence of success is provided through observation of their attitudes and behavior.

Poor public relations are evident when one finds in the community an undercurrent of criticism of the way children are handled at school, or an unusual amount of criticism directed at children themselves. A certain amount of emotional sentiment for a return to the methods of



"the good old days" may be expected, but the prevailing attitude should be one of support for modern methods. Only with the support of the majority of the community can a school make progress in improving child welfare.

Evidence shows that progress has been made. The traditional "I-don't-like-school" attitude is now usually expressed only in those few circles where it will gain acceptance. For the most part children enjoy their work at school and despite the complexities of modern society, become more capable citizens than those of the previous generation.

Evidences of good public relations in guidance are often difficult to appraise. This is an area of intangibles, in which results are usually neither readily apparent nor easy to measure. In evaluation we must look for concrete evidences of guidance-mindedness and cooperation among at least four groups—pupils, school personnel, parents, and the general public.

## PROJECTS

1. Outline a public relations program for your school. List all the major steps you would take if you were charged with the task.
2. Discuss the people affecting the success of the public relations program in your school. Point out the major contributions of each of these people.
3. List all the various techniques you would suggest to your teaching and administrative personnel in the area of developing public relations through children.
4. List all the various techniques you would use as a principal of an elementary school in reaching individual parents to support your guidance program.
5. Outline a program to be followed by your teaching and administrative personnel in their dealings with parents of emotionally disturbed children.
6. You are a principal of a junior high school. Present a plan of "selling" your school's guidance program to your PTA.
7. Develop criteria of evaluating the success of your guidance program as far as the community, the parents, the PTA, and the like are concerned.

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## CHAPTER 5

# Evaluating Guidance Service

One sure sign of the maturing of a service is the systematic effort to evaluate and improve it. There are many signs of this maturity in the guidance literature. In a report, *Evaluating Guidance Procedures*, Froehlich<sup>1</sup> summarized a review of the literature by the various techniques for evaluating guidance and counseling programs which had been reported.

Certainly a variety of evaluation procedures is available to administrators who wish to study their guidance programs. The quantitative and qualitative evaluation of a school guidance program should be a continuous process.

### BASIC STEPS IN EVALUATING THE GUIDANCE PROGRAM

No matter which one of the methods is used, certain steps are essential to the evaluation process. These may be defined as follows:

1. State the objectives of the program.
2. Define the objectives in terms of specific activities and services.
3. Provide facilities and experiences essential to these services.
4. Appraise the effectiveness of the facilities and experiences by means of appropriate objective and subjective methods.
5. Adapt and adjust the program in accordance with the appraisal data.

<sup>1</sup> Clifford P. Froehlich, *Evaluating Guidance Procedures*, U.S. Government Printing Office, misc., Washington, 1949, p. 2.

In other chapters attention has been given to the objectives of guidance in relation to the objectives of education. Throughout the book, emphasis has been placed upon specific activities and services and upon the school facilities essential to good guidance. Probably the chief problem facing the administrator in evaluating his guidance program is how to go about the job in the most effective and expedient manner.

Other problems are also important, such as (1) knowing when to evaluate, (2) enlisting the interest and cooperation of teachers and other staff members, (3) devising ways to get action on the part of the faculty and the students, and (4) interpreting evaluation results to the community. However, these and other problems have been considered in other chapters. Chapter 2 has important implications for evaluating the guidance program as part of the ongoing in-service education program of the staff.

The administrator must decide how an evaluation can be made of the guidance program and what techniques can be used. The purpose of this chapter is to answer these questions by outlining four levels, or approaches, to evaluation which the administrator may use, and to present an "Administrator's Check List," which may provide a starting place for evaluating the guidance program of a school.

## **METHODS OF EVALUATING THE GUIDANCE PROGRAM**

Since the emphasis in this volume is on the administrator's responsibility in developing and evaluating a guidance program, considerable attention will be given to methods which the administrator can use with his staff in order to study its effectiveness. These methods are organized under four headings, each representing a level of evaluation: simple observation, check list, or rating sheet, follow-up study, and research.

### **Simple Observation**

Certain aspects of the educational program and daily activities of the school may supply the administrator with information as to effects of the guidance program. Some of the following simple sources of information, for instance, merit periodic study by the administrator:



1. The extent to which pupils make use of the counseling service. Simple records by counselors of the number of interviews, and the number of times a particular student comes back for interview, may assist both the counselor and the administrator to evaluate the extent to which the counseling service is being used from month to month and from year to year.
2. The extent of pupil use of information services.
3. The extent of pupil use of child-placement services.
4. Reactions of parents to the guidance program.
5. Changes in attendance of individual pupils who have been noted for poor attendance.
6. Reduction in number of children with superficial problems referred to the principal and vice-principals.
7. Reduction in number of "discipline problems."
8. Parent attendance at PTA meetings, open-house programs, etc.
9. Extent of participation of parents in teacher-parent conferences.

#### Check List, or Rating Sheet

At a higher level of appraisal is the use of a check list, or rating sheet, to study systematically the effectiveness of guidance services within a school. Several devices of this type are available to the administrator.

Similar check lists have been prepared for each aspect of the guidance program by Kitch and McCreary in the *Bulletin of the California State Department of Education*. The check list <sup>2</sup> on pages 92-93 for appraising procedures for studying individual differences illustrates the approach used in this volume.

Check lists of the same type were used in the *Guidance Handbook for Secondary Schools* and *Guidance Handbook for Elementary Schools*,<sup>3</sup> prepared by the staff of the Division of Research and Guidance and several other divisions of the Office of the Los Angeles County Superintendent of Schools. A sample of the check lists used for this purpose is given below.

<sup>2</sup> Donald Kitch and William H. McCreary, "Improving Guidance Programs in Secondary Schools," *Bulletin of the California State Department of Education*, 19(8):30, December, 1950.

<sup>3</sup> *Guidance Handbook for Secondary Schools* and *Guidance Handbook for Elementary Schools*, California Test Bureau, Los Angeles, 1948.

**Figure 14. Check List for Appraising Procedures for Studying Individual Differences**

Consider each item carefully. Then check it in the appropriate column. (1) Our program is strong in this respect. (2) Our program is fair in this respect but needs improvement. (3) Our program is very weak in this respect.

Aspect of the Program	Strong (1)	Fair (2)	Weak (3)
1. Does the school have a planned program for securing and filing data on the individual characteristics of all students?			
2. Is the information secured sufficiently complete to provide teachers, counselors, and administrators with the data they need about individual students?			
3. Are student questionnaires and other forms used to collect information for the cumulative records?			
4. Are clerks used to relieve teachers and counselors of a major share of the clerical work involved in maintaining the cumulative records?			
5. Are the records kept where they are easily accessible to counselors and teachers when they need them?			
6. Is the information accumulated about individual students regularly interpreted to the students themselves through individual counseling?			
7. Is the information accumulated about students regularly used by teachers in adjusting their classroom activities to the needs and characteristics of individual students?			
8. Is the information accumulated about students regularly used in connection with the school's program for evaluating and improving its curriculum?			

Aspect of the Program	Strong (1)	Fair (2)	Weak (3)
9. Do members of the school staff understand the proper use of tests and exercise proper caution in making use of test results?			
10. Does the school's program for securing information about students place undue stress on the use of tests and neglect such methods of collecting information as observation, student questionnaires, the recording of data secured through interviews with students and parents, etc.?			
11. Is the ability of staff members to evaluate, interpret, and use information about students systematically improved through regular in-service training activities?			

*Techniques for Collecting and Recording Data.* To what extent is appropriate use made of such techniques for collecting and recording guidance data as the following:

1. The testing program? (The testing and evaluation program should collect evidence on all objectives of the curriculum.)
2. The interview? (The counselor should make careful preparation for the interview.)

## ADMINISTRATIVE BASES FOR GUIDANCE SERVICES

### A. Leadership

Experience indicates that the success of a school in providing and nurturing adequate and effective guidance services is in direct relationship to the interest and continuous leadership of the administration. The school's administration includes the administrative officials immediately in charge of the school and responsible for providing supplies, equipment, facilities, and personnel.

### Check List

1. The administration is well-enough informed on guidance services to provide leadership in the program.

2. The administration keeps abreast of current developments in the philosophy and practices *underlying acceptable* guidance services.
3. The faculty's philosophy of education includes acceptance of the *basic concepts* which are essential to a guidance program.
4. The administration makes it possible for the guidance program to evolve continuously from the thinking of the entire staff of the school by democratic processes.
5. The administration utilizes the resources of the faculty by delegating appropriate duties in the guidance program to various members.
6. The administration enlists the support of the community in the development of the guidance program through contacts with agencies and organizations which influence public opinion.
7. The administration includes the pupils in planning and developing the guidance program.
8. Any special emphasis in the guidance program which the administration encourages is based on demonstrated needs of the school, its pupils, or the community.
9. The administration fosters a professional attitude which enables members of the staff to use confidential material on an ethical basis.
10. Evaluations
  - a. How adequately does the administration use its leadership in planning and developing the guidance program?
  - b. To what extent has the administration enlisted the support of community, staff, and pupils in the development of the guidance program?

#### **B. Provision and Facilities**

The administration should make provisions for the physical needs of the program. Appropriate space, equipment, and material and an adequate budget are essential to the effective operation of the various phases of the guidance services.

#### **Check List**

1. The administration provides for a comprehensive record system meeting adequate standards of compactness, usability, and clerical economy.
2. All records relevant to guidance services are readily accessible to counselors and others authorized to use them.
3. Adequate safeguards are established to insure the security, permanency, and privacy of guidance form and records.
4. The administration provides adequate testing materials for the guidance program.
5. The administration provides adequately for the accession of published, visual, and audio materials for the occupational phases of guidance services.
6. The administrator provides necessary professional guidance reference and resource materials.



7. Provision is made for counselors to perform their guidance duties during the scheduled school day.
8. A desirable counselor-pupil ratio is in effect.
9. The administration avoids assigning counselors administrative and supervisory duties which are detrimental to effective professional relationships with pupils, teachers, parents, or community agencies.
10. The administration assumes responsibility for developing a mutual understanding between counselors and other members of the school staff as to their respective functions in dealing with individual pupils.
11. Administrative provisions are made so that every pupil has a periodic interview with a counselor and other interviews as needed.
12. Administrative means are provided to free pupils for counseling interviews during school time.
13. The administration provides for flexibility in the school schedule to facilitate counseling decisions of pupils involving plans for part-time, try-out, and work experience.
14. The administration authorizes and facilitates necessary out-of-school contacts for the counselor.
15. Each counselor has facilities for privacy during his interviews.
16. The total space assigned to guidance services is adequate to carry on the guidance services planned.
17. Adequate clerical help is provided.
18. Files, furniture, telephones, and other items of equipment are supplied.
19. In making up the school's budget, the needs of the guidance program are specifically included.
20. Evaluations.
  - a. How well has the administration provided for a comprehensive program of records?
  - b. How well has the administration provided for effective utilization of records?
  - c. How well has the administration provided financially for the guidance services?

### Follow-up Study

The follow-up study illustrates a third level of appraisal of the guidance program. The follow-up study might well be listed under the next category of "research." However, since this method is used so extensively, a special section is set aside for it.

Most follow-up studies of drop-outs and graduates are set up to secure answers to such questions as: <sup>4</sup>

<sup>4</sup> "Guide for Making a Follow-up Study of School Drop-outs and Graduates," Guidance Bulletin no. 13, California State Department of Education, Sacramento, pp. 3-5.

How adequate is the holding power of a particular school?

How many pupils drop out before graduation from high school? Junior college?

At what grade levels do most drop-outs occur?

What are the reasons why young people leave school before graduation?

How many leave because of dissatisfaction with school?

How many drop for financial reasons? For other reasons?

What methods can be devised for recognizing potential drop-outs before they actually leave school?

Do young people leaving school remain in the same community or do they move elsewhere?

What proportion of the young people leaving school as drop-outs or graduates secure further schooling?

How many twelfth-grade graduates enter junior colleges, state colleges, other colleges and universities, or other types of schools?

Do young people leaving school take advantage of opportunities provided by adult- and evening-school programs?

In what kinds of occupations do drop-outs and graduates find employment?

How much job shifting occurs?

How do school leavers think that the schools might have served them better?

Answers to questions of this type are usually secured by use of a mailed questionnaire. In addition to the questionnaire mailed to graduates and drop-outs, information may also be secured through such studies as those suggested below:

1. Intensive interview-type studies of small groups of drop-outs or graduates.

2. Studies of drop-outs by means of terminal interviews. This would involve the interviewing of each student leaving school in an effort to discover the reasons for withdrawal, reactions to the school's program, and information concerning the student's plans after he has left school.

3. Questionnaire or interview studies of selected groups of former students. For instance, this might involve a follow-up study for all graduates for a period of several years who have a recorded intelligence quotient of 120 or above in an effort to discover how many continued with an educational program, how much additional education they secured, and why those who did not continue were unable to do so.

## Research

Carefully designed research is doubtless the best means of evaluating the guidance program. Because this is so, there are numerous research studies of guidance activities. For example, the *Review of Educational Research*<sup>5</sup> lists 399 titles of research studies in the field of guidance which were published during the period from October, 1950, to September, 1953. Carter V. Good, in his annual summary of dissertations in progress, reported 131 doctoral studies on guidance topics during the year of 1950-1951.<sup>6</sup>

Of special interest to an administrator in the evaluation of guidance programs are studies of the type reported by Kefauver and Hand.<sup>7</sup> Although this study was made more than a decade ago, it still stands out as a significant contribution to evaluation methodology. In Part I of the study the authors summarized data derived from the measurement of a sampling of students in nineteen schools in twelve cities. An important part of the study is the definition of objectives of guidance. Following this is an appraisal of the guidance programs in the nineteen schools on the basis of (1) information possessed by the students, (2) plans held by the students, (3) adjustment of the students, and (4) effectiveness of the life-career course.

The authors report a second study of guidance over a three-year period and culminate their investigation with proposals for the continuous appraisal of the guidance service.

Another significant investigation was conducted by Frances M. Wilson.<sup>8</sup> In this volume, Wilson achieved a five-fold purpose:

1. To state the functions of guidance, to offer criteria for determining the success or failure of a guidance program in terms of those functions, and to consider the factors which contribute significantly to that success or failure
2. To summarize those evaluation studies which have already been made in the field of guidance
3. To describe a program of evaluation for use in surveying the guidance program of a secondary school system in a large city
4. To criticize the techniques of observation, interview, questionnaire,

<sup>5</sup> *Review of Educational Research*, vol. 24, no. 2, April, 1954.

<sup>6</sup> *The Phi Delta Kappan*, 32(6):55-58, February, 1951.

<sup>7</sup> Grayson Kefauver and Harold Hand, *Appraising Guidance in Secondary Schools*, The Macmillan Company, New York, 1941.

<sup>8</sup> Frances M. Wilson, *Procedures in Evaluating a Guidance Program*, Bureau of Publications, Teachers College, Columbia University, New York, 1945.

and rating scale, with special reference to their use in evaluating guidance programs

5. To develop a program of self-evaluation for use by an individual school

Wilson concludes with recommendations of needed research studies. She states: "Each school should be encouraged to think creatively, and experiment judiciously on preparing its survey program."

The following areas are suggested:

1. Analyze the school population. This will include a statistical survey of the following:

- a.* Holding power of the school
- b.* Distribution of IQ's
- c.* Incidence of failure
- d.* Absence and lateness
- e.* Part-time employment
- f.* Participation in extracurricular activities

2. Study problems directly in terms of the individual student.

- a.* Health problems
- b.* Analysis of student reaction
- c.* Guidance of the individual
- d.* Study of cumulative records
- e.* Follow-up studies of graduates
- f.* Job analysis

## **EVALUATION THROUGH THE USE OF A CHECK LIST**

Throughout this book suggestions have been made to the administrator concerning his role in the guidance program. The thoughtful administrator wants to evaluate the manner in which he is carrying his share of the guidance responsibilities. To assist him in doing so, the check list on page 100 has been developed. It is based on the suggestions contained in this book.

## **PROJECTS**

1. Use "Administrators Check List" on page 100 for preliminary identification of probable strengths and weaknesses of the guidance program in your school.
2. Make a list of observable school activities which reveal the effectiveness or lack of effectiveness of the guidance program. Organize these activi-



- ties under major headings, and use the list as a check list. Appraise your school guidance program with this check list.
3. Use the check list in the California state publication, "Improving Guidance Services in Secondary Schools," to evaluate your guidance program. Compare the findings with those obtained from your own check list. Prepare recommendations for improvement in the guidance program.
  4. Use the "Study of Former Students" form to follow up twenty-five graduates (selecting each fourth member of the graduating class until you have a total of twenty-five graduates). If necessary, send the form to graduates of preceding years until at least twenty-five names are secured. Summarize responses. Point up implications of the returns for guidance and curriculum.
  5. Outline a research study which you believe would be of assistance in evaluating the guidance program of your school.
  6. Outline a speech you would give to the Rotary Club of your community, describing procedures used to evaluate your guidance program.

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Figure 15. Check List for The Administrator's Role in Organizing a Guidance Program

To what extent have I, as administrator, done the following:

Activities	Never	Seldom	Occasionally	Frequently	Always
I. Guidance personnel and their functions					
A. Recognized that the needs of children and youth are the most vital factors in establishing a guidance program at any school level?					
B. Identified the basic guidance functions which should be performed in a school of any size?					
C. Assigned certain of these functions to members of my staff in accordance with their training, skill, and personality?					
D. Followed accepted ratios of pupils or teachers per counselor in order to maintain a reasonable work load?					
E. Followed these accepted ratios in adding to the guidance staff in relation to increase in enrollment?					
F. Selected guidance staff who meet definite standards of training?					
G. Encouraged staff members to continue on-the-job training in relation to their present or anticipated duties?					
H. Worked out plans with staff for coordination of guidance services in such a way as to minimize overlapping?					



Activities	Never	Seldom	Occasionally	Frequently	Always
<p><i>E.</i> Evaluated the in-service program by:</p> <ol style="list-style-type: none"> <li>1. Having teachers react frankly?</li> <li>2. Checking up on blueprints and operations developed?</li> <li>3. Studying effects of guidance program on teachers and pupils?</li> </ol>					
<p>III. Collecting information about students</p>					
<p><i>A.</i> Assisted my staff in developing a testing program consistent with the objectives of education?</p>					
<p><i>B.</i> Encouraged the selection of standardized tests which are valid, reliable, easily administered, and interpreted?</p>					
<p><i>C.</i> Made test results easily available to the staff?</p>					
<p><i>D.</i> Encouraged the use of other techniques for collecting information about pupils, such as:</p>					
<p>1. Interview?</p>					
<p>2. Case study?</p>					
<p>3. Autobiography?</p>					
<p>4. Home visit?</p>					
<p>5. Anecdotal records?</p>					
<p>6. Cumulative records?</p>					
<p><i>E.</i> Facilitated the gathering, filing, and utilization of data about pupils in my school?</p>					





Activities	Never	Seldom	Occasionally	Frequently	Always
4. Equalizing the load of teachers?					
5. Making proper use of space, facilities, and equipment?					
6. Determining the suitable type of master program—block, mosaic, or combination?					
D. Followed other accepted procedures in completing the master program?					
VI. Establishing and administering the counseling service					
A. Provided adequate time for counseling, so that counselors can maintain an "open door" policy as well as schedule needed interviews?					
B. Provided adequate space for counseling so that each counselee will have an opportunity for quiet and privacy?					
C. Provided opportunities for group guidance by means of:					
1. Special classes?					
2. Career Days?					
3. College night?					
VII. Establishing and administering the placement and follow-up services					
A. Provide placement services for all pupils?					
B. Set up an adequate plan for organization and administration of placement services?					



Activities	Never	Seldom	Occasionally	Frequently	Always
C. Provided, where possible, such facilities as reception and waiting rooms, library, supervision, bulletin board?					
D. Provided rooms for individual and group testing, with adequate storage space?					
E. Provided group conference rooms?					
X. Using community resources and agencies in the guidance program					
A. Directed a program to cooperate with and use the community resources and agencies, for example:					
1. Making a survey of the community agencies and resources?					
2. Coordinating the community agencies and resources with the school program?					
3. Planning for screening, referral, and communications?					
4. Establishing a clearinghouse of special services?					
B. Used community resources and agencies as a part of the guidance program, for example:					
1. Using community resources for special health cases?					
2. Using resources in behavior problems?					
3. Using community resources to help students with problems of finding employment and choosing careers?					



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## CHAPTER 6

# Guidance Personnel and Their Functions

Any type of undertaking requires a plan. A plan in education is referred to as the *educational program*. Philosophy, needs, policies, and experience provide a dynamic educational program, ever-changing with the objectives and experiences of the many planners. An organization of positions and jobs is then created to accomplish the goals and objectives of the educational program. School organization is dynamic, reflecting changes in the educational program. The concepts of the educational program and organization come to life and become functional when people are placed in positions to accomplish the objectives of the program.

The organization of this chapter follows the same steps, and in the same sequence, that a principal would follow in initiating guidance services: (1) organize a program to meet the needs for guidance services; (2) set up positions and define the duties of guidance workers; and (3) establish policies and methods for coordination of guidance services.

### THE NEED FOR GUIDANCE PERSONNEL IN THE EDUCATIONAL PROGRAM

One of the significant trends in American education during the past few decades has been the acceptance, or assumption, of the responsibility for the welfare of the child in areas other than academic training. Some critics believe that educators have gone beyond their responsibil-

ity for training youth to live in a democracy. However, many educators and laymen believe that those children who are undernourished, unhealthy, underprivileged, and unadjusted to the world are handicapped in their learning experiences.

These same educators also believe that our children deserve an environment which will enable them to grow and mature commensurately with their potentialities and the concept of equal opportunity. The school's responsibility for such an environment has found general acceptance through curriculum enrichment. A part of this enrichment has been delegated to personnel in the guidance program.

### **Justification for Guidance Services Requiring Personnel**

The definition of guidance as used in this volume states that it is a continuous process of assisting the individual to make better adjustments and to live with satisfaction and benefit to himself and society. More specifically, the purpose of guidance in the educational process is to identify and to eliminate the causes of failure, maladjustments, irregular attendance, and similar difficulties interfering with the pupil's progress.

The essential characteristics of a good guidance program are as follows:<sup>1</sup>

1. The guidance program will facilitate the achievement of basic objectives of education in a democratic society.
2. The guidance program will recognize youth characteristics and provide for the needs of boys and girls.
3. Teachers, counselors, administrators, and others responsible for guidance will look upon all guidance activities, such as tests, records, ratings, marks, group guidance and counseling, not as ultimates, but as means for adjusting the school program to the needs of the students.

One might ask if these purposes and goals are not also those of all education. Probably all of the functions now performed by guidance personnel were performed by someone at some time in those schools which had no organized guidance service. The essential difference is that under an organized program these services are planned and scheduled as needed. There is a great deal of incidental counseling and guidance in every classroom and administrator's office. Research studies of

<sup>1</sup> Los Angeles County Superintendent of Schools, Office of Division of Research and Guidance, *Guidance Handbook for Secondary Schools*, California Test Bureau, Los Angeles, 1948, pp. 11-12.

the effectiveness of the guidance services, as well as more informal evaluations of the program, have assured most educators that these services are worthwhile educationally and financially.

Some of the claims for guidance and the need for personnel are hard to evaluate, as are many of the educational processes, but generally guidance has proved essential to the educational program in the following ways:

1. *Effective guidance conserves and develops human resources.* Many children and youths have been guided into productive occupations which they might not otherwise have selected, or they have been able to see the advantages of continuing their education, because someone took an interest in them when they might otherwise have dropped out. Others have been able to adjust themselves and thus find social acceptance instead of becoming delinquents. "Youth, America's richest resource" has been conserved because of an enlightened educational program.

2. *Effective guidance saves time.* Wasted time in ill-suited courses has been prevented by reducing pupil failure and repeated courses. Teacher time has been conserved by better programming of students and assisting pupils who have special problems.

3. *Effective guidance improves public relations.* The best agent of public education is the student. His reactions to the school program, his being forced to "make up" a course because of poor counseling, and whether he was ignored or recognized in school that day are all factors which determine the public's attitude toward the school.

4. *Effective guidance is financial economy.* An investment of a few cents per day per pupil to assist all students in making wise choices suited to their interests, abilities, and vocational goals will pay society a good dividend. Identification of physical defects and maladjustment symptoms and resultant recommendations will gain parent gratitude and save money otherwise necessary for more expensive treatment later.

5. *Effective guidance reduces frustration.* In the National Education Association study, *The Teacher Looks at Teacher Load*, the pressure of "adapting the class program to individual differences in ability, interest, and need" was listed as a more important factor in teacher load than was number of students assigned. Skillful guidance is necessary to reduce the parent and pupil frustration which results when parental ambitions do not coincide with pupil abilities or interests. One leading



administrator credited the guidance personnel with relieving him of many "headaches" caused by discipline cases.

### **Need for Guidance Services in the Elementary School**

There are several important reasons why guidance services are essential to meet the needs of elementary-level children.

1. A larger percentage of children attend the elementary school than the higher levels; hence, the goal of "education for all the children of all the people" is more attainable.

2. The formative years are the most important in the growth and development of the child.

3. The environment is frequently more easily manipulated; behavior patterns are less rigid; and parents are more readily brought into conference with teachers and administrators.

Elementary-age children particularly need emotional and social guidance. Some of the guidance services are designed in the following ways:

1. *Every child is assured of successful experiences.* Every individual needs some success in his work to satisfy his needs for mastery and status, but success feelings must come through realistic goal achievement and not through verbal indulgence of insecure but well-meaning adults.

2. *The program provides emotional security.* The security that comes from the assurance that somebody cares helps the child to "feel at home," or helps to give him the security that he may never have felt.

3. *The program provides corrective and preventive services.* Elementary guidance may need to be corrective, because the pupil's ability to perceive order even in a sometimes chaotic environment may need more maturation and training than that provided by just being in a good class.

4. *A pride of good workmanship and respect for work and effort is developed in pupils.* A person who learns to respect his own achievement consistent with his ability and opportunity will learn to respect others for their accomplishments.

5. *An acceptance of self is developed.* The child learns to accept himself through constructive and realistic appraisal of his work by those he trusts and respects.

6. *A sense of belonging is developed.* Acceptance of the peer group

is not easy; it appears to be so threatening. Group games and processes, community lunch periods, and other activities in which all participate finally become fun under sympathetic and understanding leadership.

### **Need for Guidance Services in the Junior High School**

The over-all goals of the junior high school guidance program or intermediate grade levels that require additional or trained personnel are like those of other educational levels, but they are characterized by problems peculiar to the adolescent. All aspects of the school program are adapted to these rapid physical and social changes, and the guidance program in particular is challenged in its attempt to meet the student's need in making a smooth transition from childhood to youth.

Because this relatively short period of growth is crucial, the counseling phase of guidance has its start in the junior high school period. Today, many still consider it the most important area of guidance services. Since adolescence is a period of transition and readjustment, the guidance program is designed to assist youth through this transition with a minimum of frustration. Successful guidance programs in the intermediate or junior high school grades reflect an understanding of adolescent problems and require specially trained guidance workers.

**Opportunities for resolving the basic conflict between independence and dependence.** The adolescent is frequently involved in an overt conflict between the satisfaction of a dependent relationship with individuals of authority and the need to assert his independence. The attempt to balance these two opposing forces characterizes the total growth process, but it is particularly apparent, and often traumatic, during the intermediate grades. Education at this level is largely concerned with providing opportunities for assuming responsibility for self-direction. Cooperative classrooms, ball and playground monitoring responsibilities, student government, student court, and other projects to promote independent action allow for wholesome maturation.

**Opportunities for adjusting to variations in physiological and psychological changes.** The variations in the growth cycle have far-reaching implications for the guidance worker. Athletic, recreation, and social programs should allow for individual differences. Most schools provide different classes of athletic teams, based on age, weight, and grade differences. Since all eighth graders are not interested in

dancing and dating, such programs may not be supported by every student. An eighth-grade boy cannot understand why an eighth-grade girl prefers a ninth-grade date. Few students at this age will admit that one year makes so much difference in their growth and development.

These variations and rapid changes in adolescent growth make it imperative that the school provide understanding and accepting leadership. Special-interest clubs may do what class activities cannot do. Wise individual and group counseling are needed to promote self-understanding and acceptance of individual differences and to prevent frustration and aggression. Complete data from cumulative records assist teachers and counselors to provide appropriate services.

**Opportunities for satisfying relationships with age-mates of both sexes.** It is generally accepted that adjustment to members of the opposite sex is a significant adolescent problem. It is equally important for adolescents to establish wholesome relations with members of the same sex. Clinical evidence supports the proposition that opposite-sex adjustment is directly related to own-sex adjustment.

Health and guidance units in the class curriculum provide discussion by teachers and students in this area. Clubs and boys' and girls' leagues provide like-sex adjustment; later the group may decide to sponsor heterosexual meetings. Grooming and dancing classes sponsored by the city recreation department or private instructors may provide for individual difference more successfully than those provided by the school.

**Opportunities for self-direction and independence from the family.** Parents find it difficult to understand why their children will obey authority at summer camp and "eat spinach" when the parents get only perfunctory compliance at home. It seems unreasonable and unappreciative to the parents when the child rebels at doing things that are "good for him," but the parents must realize the child would be more rebellious if he had nothing to rebel against. Many schools and communities are cooperating through the Parent-Teachers Association, mental hygiene societies, and coordinating counsels to provide parent study groups. Reporting to parents on the social and physical growth of the child, as well as academic progress, through anecdotal reports, parent conferences, and advisory groups helps to promote understanding between the school and home.



**Opportunities in educational and vocational experiences.** With the advent of adulthood comes curiosity for things adults like. Exploratory courses and units in an expanded curriculum give the pupil opportunities to experience areas of educational and vocational significance. A related testing program of interests and aptitudes supplies the pupil with further information about himself. An enriched curriculum in literature, social studies, science, and the arts may relate the classroom educational and vocational planning. Counseling, appropriate programming, and follow-up studies are necessary guidance services to supplement the academic curriculum.

### **Need for Guidance Services in the Senior High School**

For a majority of pupils, the senior high school is the culmination of educational and guidance services. The meaning of "continuous service" is appreciated at this level. The services rendered at lower levels accumulate until the senior high school. Whether the contributions add up to a debit or credit on the educational ledger depends in no small part on the contributions of guidance workers. Regardless of the status of the pupil as a result of his education to that point, the high school must do what every other level has done—accept the child as he is and strive for as much growth as possible. Some of the more specific needs of high school students are discussed below.

**Appropriate educational and career planning.** A distinction should be made between the two. At the high school level, educational planning is not a goal or an end in itself. Teachers and counselors frequently assume that continuing one's education is the natural thing to do, but the pupil should have a real reason for doing so. Each student and parent can well afford to ponder this decision carefully. General education has unquestioned merit if it meets the need of the pupil.

At no time in the educational process is it more necessary to evaluate future plans in terms of present needs and past experiences. The goals of high school students are to be expressed now in terms of personal and social values. Once these goals are established on a positive basis, and in terms of the individual's aptitudes and societal needs, the proper question is how best may he achieve those goals. Going to college, or to work, or taking an apprenticeship in some trade, or pursuing business or industrial education training now becomes the means to the end of efficient, productive effort.



**Planning for military service.** A current problem faced by every high school boy, and indirectly by every girl, is service in the armed forces. Many consider ways and means to evade that responsibility. In all justice to our youth it should be said that this question occurs to parents, teachers, and other adults more than it does to them. Military orientation units prepared by local committees, resource persons from the military services, and films such as the *Coronet* series have been used successfully to assist pupils and parents to accept this responsibility. Group guidance units augmented by individual counseling and testing programs are frequently provided in the first and last years of high school.

**Wholesome attitudes toward the opposite sex.** The activities and recreational program of the school, grooming courses, sex education, and other guidance services assist pupils in their desire to make life with the opposite sex a pleasant experience.

**Preparation for adult family life.** Many follow-up studies have reflected the need for additional services in this area. Units are frequently offered in the senior year, but many students have withdrawn from school by the twelfth grade, some marrying within a short time. This is particularly true of girls. The average age of marriage for girls has decreased in recent years to approximately twenty. Some school systems have provided opportunities for expectant and young mothers to finish their high school program. With this current trend toward earlier marriage, many high schools have placed the family-living unit in the tenth grade. It is also necessary for guidance workers to know their pupils well enough to assist them in taking the family-life unit before withdrawing from school.

**Other needs.** The personnel department has additional responsibility to the high school pupils in the total educational program:

1. Expanding knowledge, understandings, and skills
2. Giving insight into desirable civic and social obligations and privileges
3. Developing a constructive philosophy of life
4. Developing wise use of leisure time

### **Immediate Problems Requiring Attention by Guidance Workers**

Guidance workers should pay close attention to the trend of enrollments in the public schools and to the problem of drop-outs following

enrollments. Emotional factors, program changes, suspensions, and equalization of opportunity are other problems for guidance workers to consider.

**Size of age group enrolled in the public schools.** While the average daily attendance increased from 22,042,000 in 1939-1940 to 22,284,000 in 1948-1950, the per cent of the total school population, ages five to seventeen, attending school declined from 85.3 per cent in 1939-1940 to 79.4 per cent in 1947-1948 and then increased to 81.6 per cent in the 1949-1950 biennium.<sup>2</sup>

**Drop-outs in high school.** There were 1,756,303 enrolled in the ninth grade during 1949-1950, but only 1,063,444 graduated from the twelfth grade.<sup>3</sup> This is a loss of 40 per cent during the four years. The Bureau of Naval Personnel reported in December, 1947, that 2,500,000 young men between sixteen and nineteen years of age had dropped out of school. With statistics such as these, educators must begin to wonder about the holding power of the school.

In spite of the evidence over the years that those with more education have better jobs and that the rate of unemployment decreases with an increase in education, pupils are still dropping out of school. The Federal census showed that among men with four years of high school, only one out of fifteen was unemployed, while among those with less than a sixth-grade education, one in five was unemployed.

Allen,<sup>4</sup> in his report on the holding power of the schools in Illinois, concluded that a large percentage of the drop-outs are considered failures in the schools' chief business—education. Eighty per cent of the boys and sixty-six per cent of the girls who dropped out had average grades below "C," and one-half of the boys and one-third of the girls received failing marks during their first semester in high school.

Allen feels that the study indicates that the failure started before high school, as 53 per cent of the boys and 41 per cent of the girls were overage. Despite this failure, the group seemed to be educable, as measured by their mental maturity. Only 5 per cent of the boys and 1 per cent of the girls had IQ's below 75. One would expect no more than 2 per cent in the general population. Approximately 40 per cent

<sup>2</sup> Federal Security Agency, *Statistics of State School Systems*, Biennial survey, 1948-1950, U.S. Government Printing Office, Washington, 1952, Table 1.

<sup>3</sup> *Ibid.*, Tables 9 and 12.

<sup>4</sup> C. M. Allen, "What Have Our Drop-outs Learned?" *Educational Leadership*, 10:347-350, March, 1953.

scored below 95 IQ, which is a little higher than the usual. The socioeconomic status of the father seemed to have some bearing on the problem. Over 70 per cent of the fathers were skilled, semiskilled, or unskilled laborers.

**Emotional factors.** Studies regarding school drop-outs show about the same causes of failure and separations as do those in industry. Temperament has proved to be a more significant factor than achievement, interest, or mental ability.

Havighurst, addressing the American Personnel and Guidance Association in 1952, reported on his investigation of fourth-grade pupils in a town of 42,000 in which he found that one out of ten pupils showed definite signs of maladjustment. Some seemed to be so withdrawn and to spend so much time thinking about their problems that they could not learn.

**Program changes.** In a high school survey of 1,056 pupils, it was noted that 400 program changes were made in the first month of the second semester. In another high school of 2,000 students, 1,271 program changes were made before the Christmas vacation, or an average of six changes for each ten pupils.

**Suspensions.** In a high school with approximately two thousand pupils, there were 179 suspensions in three semesters—160 boys and 11 girls. Not only the number, but the sex distribution would indicate a problem in school discipline. Smoking on school grounds accounted for 36 per cent of the suspensions; failure to comply with reasonable rules of the school, 30 per cent; and irregularities of conduct in school attendance, 22 per cent.

**Equal opportunity for an education.** Bingham's studies of the Army General Classification Test during World War II revealed an important challenge to our schools and society. Many of those who are mentally able to benefit from higher education are not availing themselves of the opportunity, or they cannot for varying reasons. Bingham reported that the top 25 per cent of the lowest average occupational group had higher scores on the AGCT than the lower 25 per cent of the highest average occupational group. Many investigations, which should assist the schools in their personnel policies, are being made in this area.

The above problems, which have been identified in research findings, constitute a real challenge to the guidance services of our schools. The

best program on paper and the best organization structure of the pupil personnel services cannot serve as substitutes for results. The objectives are clear. The facts indicate that there is still much to be done. Every borderline pupil salvaged is an investment in good citizenship. Every pupil encouraged to utilize his maximum potential is an assurance of a better world. The average annual cost in a large metropolitan area to maintain one person on relief is approximately five hundred dollars; but it costs only three hundred and fifty to four hundred dollars to rehabilitate a disabled person and from two hundred to two hundred and fifty dollars to educate a child in the public schools. Good guidance is good business.

### **FUNCTIONS TO BE PERFORMED BY GUIDANCE WORKERS**

Observers of the dynamic processes which determine the amount and type of guidance services know that few schools have identical programs at any time. Some schools have expanded their programs and services in recent years, while others have remained rather constant. Some schools have added counselor time and provided auxiliary services by specialists, while others have maintained staffs for academic training only. These differences between schools reflect differences in the administrators' concepts of education, pupil needs, financial ability to provide extra services, size of district, community needs, or other reasons. It is difficult to generalize on this subject of functions and organizations, or to define a program applicable to all levels of education and to all kinds of districts and communities.

#### **Clarification of Functions**

The functions represent most of those activities recommended in the literature and those practiced in schools considered to have good guidance services. Each school must analyze its own needs and opportunities to determine which functions to incorporate in its program. There may also be some functions a school will consider important which are not mentioned here.

#### **Pupil Personnel Services**

The expansion of guidance services during the past few years has been accompanied by a change in title. Historically, most guidance



programs have been referred to as *guidance*, or *counseling and guidance*. The grade counselor, core teacher, home-room teacher, and occasionally a specialist in testing conducted the *guidance* program. Guidance services today include more activities, even though only one person may be responsible for the program.

In the larger schools the extra services have been shared by several staff members with different functions and titles. Attendance and welfare, social service, health, individual guidance, occupational adjustment, and special education are combined in the Oakland, California, schools under the Division of Special Services. Yeager uses the term *auxiliary services* to include personnel, food, health, library, socio-psychiatric, and transportation.

Ruth Strang<sup>5</sup> uses *personnel work* in the title of her book, although to her the term is synonymous with guidance. "At the present time educators still disagree about the scope of guidance or personnel work (the two terms are used interchangeably). Some make it as broad as education; others limit it to assistance given a person in making a vocational or educational choice."

*Special*, or *auxiliary*, *services* imply something extra, outside of the curriculum or educational program. The use of these terms tends to weaken the broadened scope and policies of the educational program as accepted by most educators today. It is recognized, however, that inclusive concepts such as *curriculum* or *educational program* are limited in large districts when assigning position titles. The small districts also wish to distinguish some of their services, even though they may be administered by only one person.

It is evident that the term *pupil personnel services* is used by an increasing number of schools today. It has the advantage of distinguishing between pupils and staff as well as differentiating between personnel and academic, or classroom, services. It is not to be assumed that education and personnel work are two different and unrelated processes, or that personnel services differ materially from curricular services. They are both aspects of the same process, but a division of labor is necessary in a process as complex as modern education, and position titles need to reflect distinguishing functions.

The balance of this chapter covers the concept of pupil personnel

<sup>5</sup> Ruth Strang, *The Role of the Teacher in Personnel Work*, Bureau of Publications, Teachers College, Columbia University, New York, 1953, p. 33.

services and includes attendance and welfare, activities, health, counseling, placement, and specialists— such as psychologist, psychometrist, psychiatrist, physician, and social worker.

### **Assigning Functions to Staff Members**

A school that wishes to initiate a personnel program, or evaluate its present program, needs to make a careful analysis of the functions to be performed. An administrator's advisory committee representing the staff, pupils, parents, and community groups has successfully surveyed the respective groups in many schools to identify the needs to be met by personnel services. With the results from these surveys, the committee can organize the program and assign functions to the staff.

The sample check list for assigning guidance functions to staff, Figure 16, is a composite of several surveys at both elementary and secondary levels. An analysis of needs in any district and services to meet these needs would identify the functions to be performed.

The columns on the right side of the check list contain all of those positions which might conceivably play a role in the personnel program of any school. This operation represents the next step in the organization of the program. Once the functions are identified, positions need to be created to perform those functions. The positions included in the check list represent those positions which appear in the organization chart in Chapter 1. The administrator using this check list and the organization chart would, of course, adapt it to his own needs.

After the administrator has made up a check list of functions and indicated the positions to be assigned those functions, he is ready to make his assignments in a new organization or evaluate his existing program.

Many questions may be asked, such as the following:

1. Have any functions been assigned to more than one person? If so, why was this necessary?
2. Is the work load of each staff member approximately the same? It may be necessary to gather more information from a job analysis before this and similar questions of load can be answered.
3. Does the assignment of functions suggest any way to coordinate them efficiently?

Working with such a device as the check list is both frustrating and rewarding. It is difficult to discipline oneself to make such a careful

Figure 16. Check List for Assigning Guidance Functions to Staff (Place a check mark in appropriate column, or columns, for each function.)

	Administrator	Director	Guidance C.*	Activities C.	Health C.	Attendance C.	Placement C.	Teacher	Clerk	Inappropriate	Other
Appraise each student											
Aptitudes											
Autobiography											
Discipline											
Family status											
Health											
Interests											
Language spoken at home											
Mobility of residence											
Personal data											
Progress in school subjects											
Responsibilities at home											
Siblings and relationship with											
Socioeconomic status											
Special talents											
Student activities											
Study habits											
Subject preferences											
Travel											
Vocational plans											
Work experience											
Analyze various problems of adjustment											

\* Symbol for Counselors.

	Administrator	Director	Guidance C.*	Activities C.	Health C.	Attendance C.	Placement C.	Teacher	Clerk	Inappropriate	Other
Assign responsibilities to staff											
Assist in problems of: Child neglect											
Developing better study habits											
Making military adjustment											
Placing students in next step											
Dealing with: Alcohol and narcotics											
Class conduct											
Discipline											
Family relations											
Lack of interest											
Learning											
Moral and spiritual difficulties											
Personal adjustment											
Truancy											
Assist teachers on student learning											
Conduct Career Day											
Case conferences											
Case studies											
Conferences											
Exit interviews											
Grooming projects											



	Administrator	Director	Guidance C.*	Activities C.	Health C.	Attendance C.	Placement C.	Teacher	Clerk	Inappropriate	Other
Group counseling											
School census											
Tours											
Contact for articulation purposes											
Home											
Other schools											
Coordinate School with law enforcement											
School with business											
School-work program											
Special-education program											
Disseminate Educational information											
Vocational information											
Follow-up In-school placements											
Graduates and drop-outs											
Identify Learning difficulties											
Other problem areas											
Initiate vocational-training classes											
Instruct Health classes											
Mental hygiene classes											
Own subject-matter classes											

	Administrator	Director	Guidance C.*	Activities C.	Health C.	Attendance C.	Placement C.	Teacher	Clerk	Inappropriate	Other
Interpret											
Guidance program to staff and community											
Home to school and school to home											
School program to staff											
School program to community											
Interview new students											
Investigate conditions under which children work											
Maintain census of school population											
Make referrals											
Organize guidance program											
Orient new students											
Participate in											
Case conferences											
Curriculum planning											
Prepare											
Athletic schedule											
Curriculum program											
Written materials for release											
Promote											
Satisfactory school attendance											
Subject-matter clubs and other clubs											
Provide postschool training information											
Record information on cumulative records											

	Administrator	Director	Guidance C.*	Activities C.	Health C.	Attendance C.	Placement C.	Teacher	Clerk	Inappropriate	Other
Report significant data about students											
Represent school in community planning projects											
Resolve teacher-pupil class problems											
Schedule classes											
Supervise Educational planning											
Graduation program											
Scholarship awards											
Social affairs											

item analysis of the services to be performed. The reward for such an effort is invariably a more efficient and satisfying operation.

### A Functional Organization of Pupil Personnel Services

The functional organization chart on page 126 is designed to show:

1. How pupil personnel services fit into the total educational program
2. The relationship of each service to the whole personnel service
3. The major functions assigned to each individual service

The organization in Figure 17 is not suggested as one that will apply to all school situations, or necessarily to all levels of education. It is primarily concerned with a method of showing what services in a large school are assigned to staff personnel and how they are related to each other. The school cannot perform those services which have been agreed upon by many educators today without a coordinated team. One person may be assigned one or more services, or all of the services, depending upon the size of the school and how much service the administration has decided to offer.

Figure 17. Pupil Personnel Services, A Functional Organization Chart

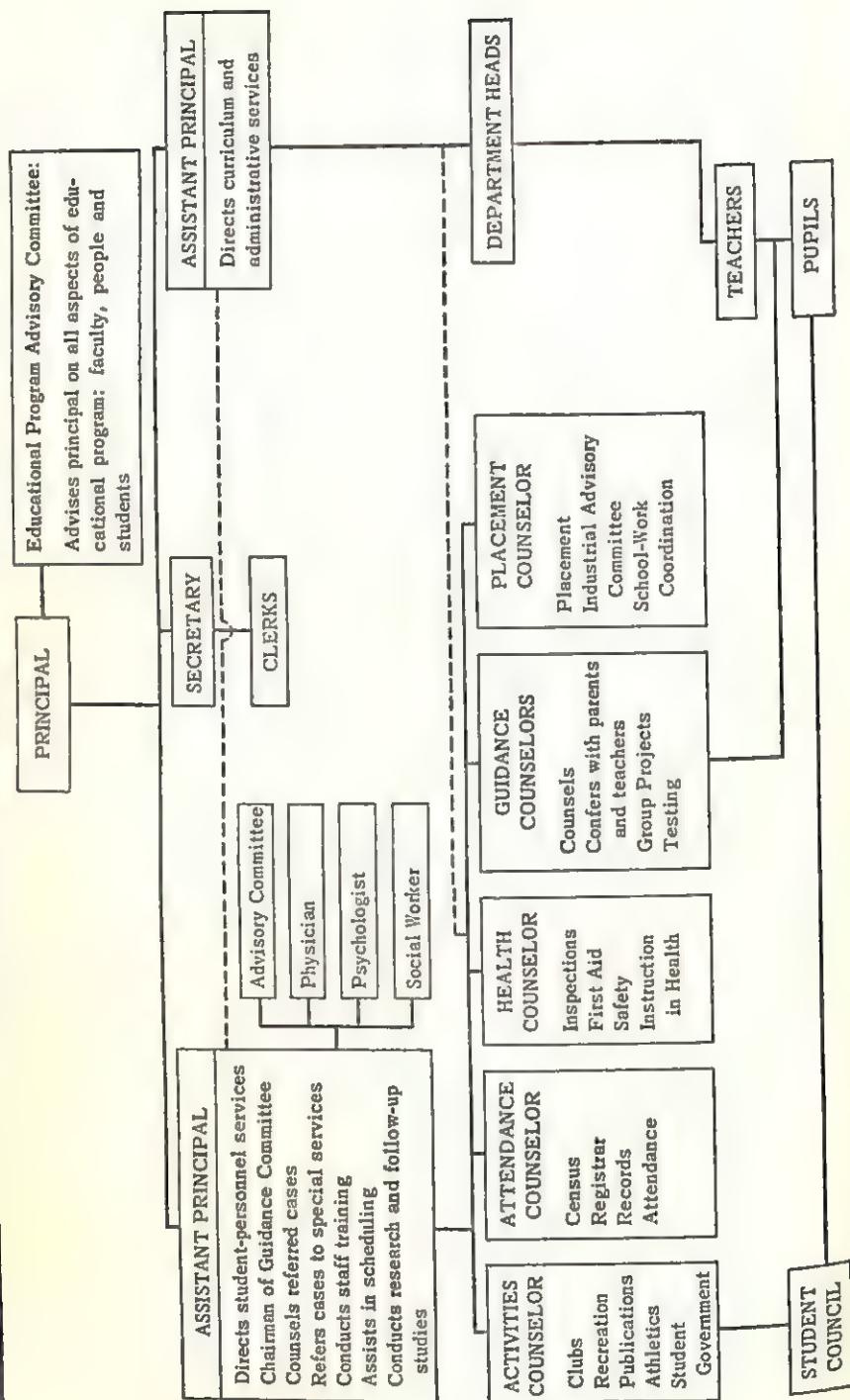




Figure 17 illustrates most of the services offered in guidance and pupil personnel programs. The important point is that the educational program determines how much service is to be given. This is usually decided by the administrators, or the administrator, in cooperation with advisory committees. Once the amount of service is determined, the next step is to assign functions, and then to delegate responsibility for their execution.

This type of organization differs somewhat from that in common practice, although a trend has been noted in which an administrator, an assistant principal (as in Figure 17), or a vice-principal is assigned to the pupil personnel services. (The specific assignment of functions to each staff member will be discussed in detail in the next chapter.) It may also be noted that certain services assigned to pupil personnel are, or have been, the responsibility of some other division of the school. For example, attendance may be one of the functions of the administrative vice-principal. The reason for this proposed type of organization is that all direct services to the pupil outside of the course of study could well be coordinated under one position. More efficient organization of the school has been noted under this type of management.

One of the features of this type of organization is its breadth. Supervision of activities, health, attendance, counseling, and placement are all responsibilities of the principal as delegated to the assistant principal. Coordination of functions is more easily effected in this type of organization.

Another feature incidental to this structure is the vertical organization. This system of organizing the pupil personnel services lends itself to the unified school system, or to a union district. Several separate districts may cooperate with a central service provided to each district, as is now done in special education and nursing facilities. Horizontal organization will also be necessary in such services as placement and school-work programs peculiar to the secondary level. The emphasis on certain services may be different at the different levels of education. Activities at the elementary level may emphasize recreation, while the secondary school will stress clubs, student government, and athletics, as well as recreational activities.

One or more services may be combined, again depending upon the policy and the size of the school. Activities may be combined with at-

tendance and placement, or the guidance counselor may also perform placement services. On the other hand, a school system of two thousand or more pupils may wish to make a further segregation of functions. Welfare services or testing might be extensive enough to warrant separate departments, responsible to the director of the division. Good organization, however, must recognize the span-of-control principle: no person should be responsible for more than five to nine persons, depending upon the variety of duties performed.

## PROJECTS

1. Prepare a statement of guidance policies of your school.
2. Make an analysis of the job duties, or functions, of each personnel worker in your school. What per cent of each worker's total personnel time is devoted to each function?
3. Prepare a list of the educational and employment experiences of each guidance worker.
4. Make a list of desirable in-service training projects for teachers in your school.
5. Outline a television program which would demonstrate the organization of the pupil-personnel department and the functions performed.
6. Make up a functional organization chart for the guidance department of your school.
7. Fill out the check list for assigning pupil personnel services. Have each worker and teacher prepare a check list independently. Is there an acceptable degree of consistency between the check lists of staff members which reflects an understanding of the functions performed by the personnel workers and teachers?
8. Make an analysis of the referral procedures used in your school. With the use of flow charts, show the channels and time consumed in working with each of the following problems: discipline, attendance, and health.

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## CHAPTER 7

# Further Duties of Guidance Personnel

### DUTIES OF PUPIL PERSONNEL WORKERS

There are obvious advantages to a planned organization in which the assignment of duties is written out and each worker understands his own duties as well as those of coworkers. The guidance services to be rendered, the size of the district, the budget, and the level of the school program will determine the positions and organization of the pupil personnel department. There are, however, certain fundamental personnel duties to be performed in the elementary or the secondary level, and they need to be assigned to some one person or group of persons.

#### The Chief Administrator

The role of the chief administrator has been discussed in Chapter 1. The superintendent's or principal's enthusiasm for the personnel program and his leadership function cannot be delegated. The chief administrator may expect members of his staff to devote more time to personnel duties and to be better trained, but never to be more interested.

Some of the specific functions to be performed by the chief administrator, in this case the principal, are as follows:

1. Administer and organize the school program. The over-all administration must rest in the hands of one person.
2. Supervise instruction.
3. Approve policies and activities.

4. Recommend to the superintendent changes in personnel.
5. Recommend items for the guidance budget.
6. Approve requisitions.
7. Recommend materials and physical facilities.
8. Interpret the guidance program to the community.
9. Provide for in-service training and professional growth.
10. Coordinate all guidance activities.
11. Help teachers with children referred by them.
12. Work with the guidance advisory committee.
13. Schedule time for guidance activities.
14. Respect lines of authority and communication.
15. Encourage participation in professional organizations.

### **Assistant Principal in Charge of Pupil Personnel Services**

In those schools with fewer than twenty certified persons the principal may retain the responsibility for organizing and administering the pupil personnel program. When the staff exceeds twenty persons, he should assume the responsibility for the program but delegate responsibility for administration, supervision, and coordination to the assistant principal, thus giving to one person line authority. All personnel workers receive their orders from him and are responsible to him. If the personnel workers are teacher-counselors with two sets of duties, they are line to the pupil personnel administrator for only those duties that pertain to pupil personnel services.

The dotted lines in Figures 3 and 4 show the personnel workers in a staff relationship to other workers and teachers. A staff relationship indicates a service, consultant, or cooperative activity wherein the person is qualified on request to make suggestions or recommendations outside of his regular organization channels. The person in a staff capacity does not direct or give orders. The chart shows that the two assistant principals work together in a staff relationship as do the department heads and counselors.

Specific functions to be performed by the assistant principal in charge of pupil personnel services are as follows:

1. Coordinate all activities in the pupil personnel division.
2. Assist the principal to organize pupil personnel services.
3. Supervise all functions performed in the pupil personnel division.

4. Assist the librarian in securing guidance materials.
5. Serve as chairman of the pupil personnel advisory committee.
6. Supervise necessary research and follow-up studies.
7. Conduct staff training and assist the principal with in-service training.
8. Provide materials and publications for the staff.
9. Conduct case conferences.
10. Counsel with cases referred to him.
11. Prepare a handbook of policies and procedures for staff use.
12. Interpret the pupil personnel program to the staff and community.

### **The Teacher**

Some conflict exists regarding the role of the classroom teacher in the pupil personnel program. Many of the arguments advanced by both sides present a dichotomous, all-or-nothing approach. It is generally established that every member of the school staff is constantly striving to satisfy all the needs of all the children. It would appear inconsistent with all of the basic principles of good administration and staff morale to have the educational program operating any other way. It is likewise difficult to conceive of pupil learning taking place in any other school environment. Accordingly, every teacher is a guidance worker and every guidance worker is a teacher. The two titles are not mutually exclusive, but rather are two aspects of the same educational process.

The expansion of the educational program over the years has paralleled the growth of educational opportunity. This development has created specialization so complex that the school has had to expand its program and personnel. As a result the teacher's role has been enlarged. Democratic administration, with cooperative planning placing human relations above organizational procedures, a recognition of individual differences among teachers, and an appreciation of the abilities and integrity of each teacher, will enable the administrator to reconcile any differences between teachers and specialists and ensure an effective personnel program.

The following are functions of the teacher:

1. Have a strong liking for pupils.

2. Create a friendly atmosphere in the classroom.
3. Apply mental hygiene principles in all aspects of teaching.
4. Observe and identify symptoms of physical illness and sensory defects.
5. Support all programs of the school, and encourage pupils to participate in experiences which will contribute to their growth.
6. Recognize and consult with attendance and welfare counselors on problems pertaining to conditions in the home.
7. Identify pupils needing special study and request assistance with them.
8. Analyze the physical, emotional, social, and educational needs of pupils in the classroom.
9. Help parents to increase their understanding of the child's needs.
10. Perform group guidance services in the areas of study skills, social-adjustment skills, and certain types of occupational information and self-appraisal activities, relating the class work to specifications of appropriate occupations.
11. Stimulate the child's self-insight through positive and accepting attitudes.
12. Create a healthful physical environment and stimulating organization of the classroom.
13. Participate in child-study groups and other workshops in which the teacher gains insights and understandings of his own behavior needs and those of the pupil.
14. Keep the curriculum flexible enough to provide for the integration of guidance materials with the course of study.
15. Maintain a record on each pupil with appropriate entries of test data, course marks, observations, handicaps, and anecdotal accounts of pertinent information for recording on the cumulative record.
16. Participate in departmental projects on the preparation of units to be used in the classroom on vocations, health, leisure time, recreation, and moral and spiritual values.
17. Evaluate, in cooperation with the counselor, each pupil's educational and vocational plans.
18. Help the pupils discover their abilities and limitations.
19. Encourage pupils to utilize counseling services.
20. Observe and report in writing to counselors significant data concerning pupils in classes.



### School Counselor

The functions of the guidance counselor as proposed in this chapter approximate those of the average school. The title of the position, however, varies widely, such as: counselor, teacher-counselor, class counselor, boys' or girls' counselor, or dean. Whatever the size of the school and the title of the guidance worker, the counselor, working one period a day or full time, will probably devote 50 per cent of his counseling time to individual students. The balance of his time may be divided among psychometric services, services to staff and groups of students, and work with parents and community agencies.

The functions of the guidance counselor are generally concerned with normal children or youth who face normal problems. Occasionally he encounters children with problems he cannot handle. In such cases he consults with the principal, or assistant principal in charge of pupil personnel service. It is just as important that the counselor not hinder the adjustment of the pupil as it is that he try to help the pupil. The counselor should never delve into any problem that he cannot see through to completion, either by himself, or by available referral sources.

The specific functions of the guidance counselor upon which most writers agree are given below. The list draws heavily upon the surveys of counselor's duties made by Ruth Martinson and Carl Larson for the California State Department of Education.<sup>1</sup>

1. Counsel with students regarding their personal, social, educational, and vocational problems; assist them to understand their own personal assets and limitations, and to develop worthwhile objectives.
2. Assist teachers to secure information about students which will be of assistance in planning and conducting their classes. Assist them in solving problems involving individual students and group guidance activities.
3. Contribute leadership in the planning and conducting of orientation programs for new students.
4. Provide students with information about educational and vocational opportunities.
5. Conduct follow-up and community research studies.

<sup>1</sup> California State Department of Education, "The Preparation and Training of Pupil Personnel Workers," 21(5):40-41, April, 1952.

6. Participate in the school's curriculum development; bring to the attention of the staff effective mental hygiene techniques; and participate in the school's in-service training program.

7. Assist the school in working closely with the community by interpreting the school and guidance program to the community and the parents.

8. Consult with the parents concerning the problems of the pupils.

9. Use adequate and appropriate techniques, such as the interview, testing, observations, and individual and group processes.

10. Assist home-room teachers to prepare programs.

11. Keep abreast of professional literature and latest techniques of counseling and guidance.

12. Participate in professional teaching and personnel associations.

13. Collate information about each counselee for his own use and for that of teachers and other personnel workers.

14. Initiate and participate in case conferences on individual pupils and students.

15. Cooperate with other guidance workers on the advisory committee and in other ways demonstrate a helpful attitude toward all personnel.

### **Pupil Personnel Advisers**

There has always been someone concerned with attendance since compulsory education began, but fortunately his role is changing from a punitive one to a counseling one. An increasing number of administrators are changing the title of the attendance officer to attendance and welfare adviser, reflecting the guidance and welfare aspects of his role. The principal, or vice-principal in the smaller schools, may, in addition to his other duties, determine the causes of absence or truancy and work out corrective programs with the child and parents. So important has this service become in the educational program that someone is delegated this responsibility before other personnel services are initiated.

The attendance and welfare adviser contacts the home and community. By the nature of his work, he is in a unique position to isolate problem areas in their development, as attendance and socioeconomic conditions are sensitive predictors of school performance.

Conditions in the home involving negative attitudes toward education, insufficient funds for proper food and clothing, the necessity for the child to work, and unhealthful housing conditions may contribute to poor attendance and poor school performance. The pupil in school is a complex child and his learning is affected by any deviant attitudes or conditions. The attendance and welfare workers gain valuable information for the teacher and adviser. Coordination of these services in the pupil personnel department is essential if an adjusted program is to help the pupil.

Commonly accepted functions performed by the attendance and welfare adviser are:

1. Investigate and report reasons for nonattendance.
2. Protect the welfare of children by promoting satisfactory school attendance to ensure their right to equal educational opportunity.
3. Consult with parents and administrators about children who must be exempted or excluded from school.
4. Issue work permits and interview employers to avoid the exploiting of children.
5. Refer children who have social or emotional problems which interfere with their school progress.
6. Coordinate the child-welfare program with the other programs of the pupil personnel division.
7. Participate in curriculum planning, in-service training, and case conferences.
8. Supervise the procedure for dealing with and recording attendance in the school and verification of absences, and maintain a systematic follow-up of all absences.
9. Maintain and supervise home instruction and visiting teacher services.
10. Cooperate with the administration to form attendance policies and regulations.
11. Determine the number of children whose parents cannot provide the basic needs of food, clothing, and medical service, and attempt to secure assistance for these families. This service is more common in the elementary schools. At the secondary level, attempts would be made to help the pupil become as financially independent as possible.

### Health Adviser

The justification for a strong health education program in the schools has been well established over the years. The school should assume some responsibility for the health of the pupils within the limitations of its facilities, and in accordance with a program established by mutual agreement between the parents, the medical profession, and school and community health agencies.

The school nurse is the person responsible for supervising the school health program. Some principals today recognize the importance of the school nurse to the total health program of the school. In addition to professional training many nurses take a college-degree program, and an increasing number secure teaching credentials to teach health education courses. This trend has many advantages and is highly recommended.

Assigning the nurse to the pupil personnel department with the title of adviser makes her an integral part of the program. Frequently the nurse performs her functions in a facility removed from other advisers, and health information may not be recorded or made available to other personnel workers.

The National Association of Public Health Nurses recommends a ratio of 1:1,200 elementary pupils and 1:1,500 high school students. If the nurse is teaching health courses, this ratio should be reduced by 350 per each hour of teaching. The services of a medical doctor for each 6,000 pupils is recommended by competent authorities.

The general functions of the health adviser as recommended by certain investigators are listed below:

1. Arrange and supervise physical examinations.
2. Prepare health cards and keep health records on students.
3. Disseminate health information to teachers and administrators on pupil learning and attendance.
4. Coordinate the health program in the school with the activities of community welfare and health agencies.
5. Administer first aid to pupils or other school personnel.
6. Interview pupils who have been absent because of illness and determine their fitness for returning to school.
7. Make visits to homes of all pupils who have serious illnesses to help parents arrange for treatment.



8. Give health education talks to students when desirable.
9. Check on pupils reported by teachers who suspect certain health needs.
10. Recommend for exclusion from school any pupils with symptoms of communicable disease, or other illness.
11. Assist with immunization program, if available.
12. Inspect buildings and facilities regularly in the interest of health, sanitation, and safety.
13. Investigate students who may need health or welfare assistance.
14. Coordinate all activities with other pupil personnel workers and report to the one in charge of the pupil personnel division.
15. Assist teachers and administrators by disseminating any information pertinent to the school health program, and record appropriate information in permanent records.
16. Assist in the educational program to correct unhealthful attitudes and practices pertaining to sex, alcohol, and narcotics.

### Activities Adviser

The modern school is interested in providing pupils with wholesome extracurricular activities. Club programs, after-hour recreational facilities, interscholastic athletic scheduling, intramural programs, student government, publications, and scheduling school buildings for use by community groups are some of the valuable services which should be provided, some by the school and others by the community. The activities advisers will need to work closely with community recreational leaders to prevent duplication and ensure a coordinated program.

Activities designed to contribute to the social development of the child may include AAA physical fitness, story hours, modeling clubs, ceramics, ballet, pet shows, tournaments, swim meets, reading clubs, and free movies. The supervision of an activities program in the average elementary school will not require a full-time adviser, but one person should direct the program, and he should be granted sufficient time to direct the sponsors and coordinate all activities.

In the secondary school the activities program is usually more extensive than in the elementary school. One full-time adviser to 1,500 students is recommended. The current practice in a typical school is to assign most activities to the dean of boys and dean of girls. The

organization policies of the school will determine the best procedure, but one counselor serving in the pupil personnel department is preferable to several persons sharing the responsibilities.

There is little precedent at present for the position of activities adviser and what constitutes an adequate work load, but there is general agreement that the functions listed below should be supervised by some one staff member, although the clubs, activities, and the like will be sponsored by different staff members.

The functions of the activities adviser are:

1. Supervise all school social, recreational, and government activities.
2. Coordinate community resources on all matters pertaining to leisure-time activities of children and youth.
3. Prepare a student handbook containing appropriate information about the school and activities sponsored by it.
4. Supervise the business phase of all school publications, including the yearbook.
5. Supervise and coordinate all student organizations' funds and drives which the school may sponsor.
6. Coordinate the activities of all class advisors and club sponsors.
7. Supervise the lunchroom, or cafeteria, and corridors during school time.
8. Supervise buildings, and schedule their use by the school and community.
9. Conduct pupil surveys to determine their recreational and social needs.
10. Coordinate all activities with the director of pupil personnel services.

### **Placement Adviser**

Students need services that will help them carry out decisions reached in the guidance process. These action services may be in the areas of health, attendance, educational articulation, or activities. The placement adviser supplements vocational guidance by assisting students and graduates to find employment when such action is appropriate.

Placement services as a function of the school vary greatly from none to a complete placement office. Some schools below the college level have assumed the responsibility for direct placement services,

and some have cooperated with the state employment service. Some schools have not assumed placement responsibilities, because the school's policy is based on the assumption that the educational program provides only formal learning experiences, and this responsibility ends when the student graduates or withdraws. Other schools may operate on the assumption that more formalized education is indicated for all students and, therefore, placement services should be minimized.

An educational program at the secondary level that attempts to meet the needs of all students must recognize that some will terminate their training during their high school career or upon graduation. If the guidance program has sought to prepare students for adult life, it must recognize that proper placement is a logical step for the large percentage of students who will leave school after graduation or withdrawal.

Many educators recognize that work is an educational experience. Part-time employment, preferably under school supervision, provides a realistic learning experience. Many schools today have accepted pay and nonpay work-experience programs as a part of general education. The placement adviser, as a member of the personnel services team, is assigned the general function of supervising part-time work-experience and placement services for graduates and school leavers.

The functions of the placement adviser are:

1. Supervise a placement service for students about to leave school either graduating or dropping out.
2. Supervise a director of placement services.
3. Develop, install, and maintain procedures for receiving and recording employer job orders.
4. Collect occupational and job information and make it available to other counselors, to teachers, and to administrators.
5. Maintain cooperative relationships with other community placement services.
6. Make periodic reports to the administrator on the nature and extent of placement-office activities.
7. Participate on all employer-school advisory training committees.
8. Disseminate military-service information.
9. Assist in preparing and planning of all vocational group projects.
10. Assist teachers with problems to relate their course work to occupational requirements and opportunities.

11. Assist the administrator and advisory committee in forming school policy on educational and vocational planning.
12. Maintain a file of civil service examination announcements.
13. Assist the library in securing information on occupations.
14. Coordinate a school-work program, and instruct a class in occupational relations for those registered for the work-experience course.

### **Other Staff Personnel and Their Functions**

Social, medical, and psychological services may be provided by staff workers in large districts and by consultants and referral sources in small districts. Some pupils need assistance which cannot be given by teachers and counselors. Research findings show that pupil learning is improved by adequate diagnosis and treatment provided by these special services.

The specialists in social, medical, and psychological services should be readily available for referral and consultation. The principal, or director of personnel services, should coordinate these services after counselors and teachers have agreed that the contributions of specialists are indicated.

Functions of medical doctors and dentists are fairly well standardized to include examinations, but rarely treatment. The principal can recommend to the parents that a child needs treatment following the medical examination, but the treatment is the choice of the parent. Even in cases of contagious diseases, the school's responsibility extends only to protecting other students.

The social worker has been accepted by many schools as a necessary specialist in working with the school staff and the home. Some of her functions include:

1. Consulting with teachers to understand better the child's difficulties relating to the home and other environmental conditions
2. Recommending to the administrator that certain cases be referred to community agencies for clinical or recreational services
3. Assisting in education of staff and parent groups
4. Consulting with the staff and working cooperatively with the physician, nurse, and psychologist

Many schools have added the services of psychometrists and psychologists to the personnel staff, or as consultants. The functions of the psychometrist consist mainly of working with the school psychol-



ogist in group and individual testing programs and in making surveys of student needs. The functions of the school psychologist as revealed by several surveys are listed below:

1. Assisting pupils to work out, through individual and group counseling, solutions for their personal, social, and educational problems
2. Discovering, identifying, and diagnosing needs of pupils requiring special help
3. Referring cases needing additional service to appropriate agencies
4. Coordinating the general school program of mental health by assisting in curriculum development and training teachers to use mental hygiene principles in the classroom
5. Cooperating with other community agencies in the development and operation of a parent-child mental hygiene clinic
6. Supervising the activities of the school psychometrist in the administration, interpretation, and recording of group and individual testing

### **COORDINATION OF PUPIL PERSONNEL SERVICES**

One criterion of good administration is a smooth-running organization with a minimum of duplication or otherwise wasted effort. If an administrator is to coordinate and supervise school services, he must (1) delegate responsibilities when the staff exceeds ten or fifteen persons and (2) set up a system for coordinating the many needed services in the larger educational programs. One of the purposes of this chapter is to present a unified personnel organization under the supervision of the administrator, or as a delegated function to the assistant principal in charge of pupil personnel services. This section will present a system for coordinating pupil personnel services when the many functions are assigned to specific members of the staff.

#### **Surveying the Need for Coordination**

The educational program as described on the preceding pages may easily have many functions where there is a duplication of effort, or no effort at all.

An analysis of conditions, such as the one set up by Davis,<sup>2</sup> may be made by studying the check list for assigning guidance functions, on

<sup>2</sup> See Figure 18.

page 144. Similar conditions may exist to some degree in all schools. Some duplication would be encouraged, such as reporting findings to principals and teachers, redirecting children's attitudes, and interviewing. However, in contacting the home or community groups and in employment placement, it would be more efficient for one person to make all necessary contacts. When more than one worker is contacting the home or community, the parent or businessman may become confused and may get the feeling that he is dealing with individuals

Figure 18. Duplication in Work Done by Personnel Workers (as found by Davis, who asked 172 personnel workers to keep a diary of their activities for a period of one week) (F. G. Davis, *Pupil Personnel Service*, International Textbook Company, Scranton, Pa., 1948, p. 522.)

<i>Primary Duty</i>	<i>Work Done</i>	<i>Secondary Duty</i>
1,2,3,5,7	Contacts with the home	4,6,8
2	Enforcing attendance	—
1,2,5,7	Attendance problems	3,8
1,6,7	Interpreting child to school	2,3,5,8
1,2,7	Interpreting school to home	5,6
1,2,5,7	Connecting with social agencies	3,4,6,8
1,7	Connecting with recreation groups	2,3,4,5,6,8
1,2,3,5,7	Redirecting children's attitudes	4,6,8
1,2,3,4,5,6,7,8	Interviewing and advising people	—
2	Court work	—
1,2,6,7	Reporting findings to principals and teachers	3,4,5,8
3,4,5,6	Research work	1,7,8
6	Psychological testing	3,4,5,7
1,5,7	Education of the teachers and public	3,4,6,8
4,5	Placement in employment	3,8
4,5	Follow-up of workers	3,8
8	Discipline	2,5
1,5	Observing children in classes	6,7
3,8	Social guidance	1,4,5,7
1,3,8	Avocational guidance	4,5,7
3	Vocational guidance	4,5,8
3,7,8	Health guidance	1,2,4,5,6
8	Directing social programs	3
1—Visiting teacher	4—Placement worker	7—Psychiatrist
2—Attendance officer	5—Coordinator	8—Dean
3—Counselor	6—Psychologist	

rather than the school. Attendance is a good historical example of the efficiency which comes from delegating functions to one person. Figure 18 shows duplication in work done by personnel workers.

The policies of the school and staff competency determine the extent of duplication and whether a duplication of effort is good or bad. The function of administering discipline is a good example. In most schools discipline is handled by the principal or vice-principal, but some principals assign much of the responsibility to the teachers. In other schools discipline is considered to be counseling and, therefore, a function of guidance counselors. The organization and operation of the school reflect the policies of the administration, and rightly so, but problems arise when staff members do not understand the policies and when the program is not supervised, or the various functions are not coordinated.

### **Meeting the Problems of Coordination**

There are always problems involved in coordinating various school services when these services are to be performed by more than one person. The following are difficult areas:

1. Integration of pupil personnel services is particularly difficult because of the special abilities needed to perform the diverse functions.
2. The referral of pupils from the teacher or counselor must be handled smoothly.
3. Some staff members should be available during the whole day to care for pupils referred "to the office" for counseling, discipline, and health problems.
4. Teachers and counselors do not possess the same degree of understanding of their responsibilities in working with pupils. Some teachers and counselors will refer too quickly, while others try to remain self-sufficient too long.
5. Staff members may use their own judgment in deciding to whom a pupil should be referred, or all referrals may be cleared through one person for disposition.

Solutions to these and other problems need to be found before pupil personnel services can function smoothly. There are no flawless rules to follow. The size of the school, physical facilities, abilities of personnel, and administrative policies must be considered in setting up a system of coordination.

### A Form for Coordinating Personnel Services

In schools small enough for the principal to direct all activities there is no need for a coordination form; a system of record keeping would be sufficient. Schools large enough to maintain a staff of personnel workers need a form to coordinate the various activities performed in a normal operation. Figure 19 may be used to initiate action by any staff member, and to provide the administrator with a means of integrating all action taken. There are several features about this form which have proved effective.

1. All action pertaining to the referral is coordinated by one person. In the case of the organization as discussed in the beginning of this chapter, the assistant principal in charge of pupil personnel services would be responsible. The person initiating the case would fill in the "identifying data" and send it to the coordinator. The coordinator would make necessary "comments" in item 2 and assign the case for action. After action is taken, the coordinator can send the case to interested persons "for information" purposes, item 3.

- Item 4 provides the coordinator with the opportunity to assign the case to a staff member for a "follow-up," after which it is filed with the coordinator's evaluation.

Following this procedure provides the principal or coordinator with the opportunity to keep informed and to control the case from beginning to end. The advantages of integrated action more than balance the disadvantages of referring the case through the coordinator.

2. Any member of the staff may initiate action on any pupil. The initiator states what the problem is and also what action has been taken.

3. This same form can be used to refer a pupil in step 2 to an agency outside of the school. The coordinator may make this decision and refer it to "A," directly, or to "B" after someone on the school staff has recommended outside referral in "A."

4. After the findings and recommendations are reported by one or more workers in item 2, a case conference may be called by the coordinator for a recommendation.

5. The form may not be large enough to report all findings and suggested action. In such case additional pages may be attached to the basic form.

6. The suggested form includes item 3 to allow the coordinator to



Figure 19. Coordination of Pupil Personnel Services

1. *Identifying data*

To: \_\_\_\_\_ From: \_\_\_\_\_ Date: \_\_\_\_\_

Regarding: \_\_\_\_\_ Grade: \_\_\_\_\_ Sex: \_\_\_\_\_ Age: \_\_\_\_\_

Problem: \_\_\_\_\_

Action taken, if any: \_\_\_\_\_

2. *For action*

Comments: (To be filled in by coordinator of personnel services)

A. To: \_\_\_\_\_ Findings

Recommendations Initials Date

B. To: \_\_\_\_\_ Findings

Recommendations Initials Date

3. *For information*

A. To: \_\_\_\_\_ Comments Initials Date

B. To: \_\_\_\_\_ Comments Initials Date

C. To: \_\_\_\_\_ Comments Initials Date

4. *Follow-up and file*

A. To: \_\_\_\_\_ Follow-up by: \_\_\_\_\_ Date Report

Initials Date

B. To file: \_\_\_\_\_ Evaluation Initials Date

report back to the initiator and other interested persons, including the principal, action and recommendations.

7. The number of copies for each case would need to be determined by the administration. One school uses three copies. The initiating person retains one copy, one goes to the director for his active file, and one is used for coordination action. When the case is completed, the initiator is informed, the principal gets one copy for his file, and the third is filed in the pupil's folder. It is possible to use only one copy by using the "Information" section to notify all appropriate personnel, including the principal, if he does not wish to maintain a file. One carbon, however, is recommended so the director may keep one in the active file, and also to maintain a permanent file of all cases so handled.

## PROJECTS

1. Prepare a statement of guidance policies of your school.
2. Make an analysis of the job duties, or functions, of each personnel worker in your school. What per cent of each worker's total personnel time is devoted to each function?
3. Prepare a list of the educational and employment experiences of each guidance worker.
4. Make a list of desirable in-service training projects for teachers in your school.
5. Outline a TV program which would demonstrate the organization of the pupil personnel department and the functions performed.
6. Make up a functional organization chart for the guidance department of your school.
7. Fill out the check list for assigning pupil personnel services. Have each worker and teacher prepare a check list independently. Is there an acceptable degree of consistency between the check lists of staff members which reflects an understanding of the functions performed by the personnel workers and teachers?
8. Make an analysis of the referral procedures used in your school. With the use of flow charts, show the channels and time consumed in working with each of the following problems: discipline, attendance, and health.

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## CHAPTER 8

# Using Community Resources and Agencies

Because each child is a concern of the community as a whole, responsibility for his guidance is shared by the schools and other community agencies. While the school administrators, counselors, and teachers may identify most clearly the needs of the child, any program to meet these needs can be realized best with the assistance of various agencies of the community.

Many of the services necessary for a successful guidance program are to be found outside the school. Community agencies include health clinics, psychological and psychiatric services, social service agencies, family and children's agencies, civic and professional clubs, placement agencies, churches, and other groups in the modern community. In planning and administering guidance services the school should acquaint each of these community agencies with its program and develop relationships so that the services which these agencies render can be used to supplement those of the school.

### **PLANNING TO WORK COOPERATIVELY WITH COMMUNITY AGENCIES**

Several aspects of the program of working cooperatively with community agencies will be discussed in this chapter. The beginning of any such program is, of course, the determination by the administrator that a cooperative program is worth the time and effort it requires. If he makes this decision, he must secure the agreement of his staff. This done, a survey of community resources can be undertaken.

### Making a Survey of the Community's Agencies and Resources

The objective of the community survey is to identify agencies and their services which might supplement the school's program. The school administrator should accept the responsibility for leadership in the survey. In the event that it is desirable for others to do part of the planning and to conduct the survey, he may delegate such duties to assistant administrators, to counselors, or to a committee. In many of the metropolitan areas the agencies have already compiled data basic to a cooperative program and have published a directory of the welfare, health, and youth agencies.

The information desired will vary in different communities, but essentially, a survey should (1) state the number, type, and name of each agency; (2) specify the special services offered; (3) list the case load

Figure 20. Suggested Form for Survey of Agencies

(Name of the agency)		
(Type of services offered)		
(Address, street, and number)	(City)	(Zone)
(Telephone number)	(Name of administrator, director)	
Agency's main financial support is _____		
Fee schedule: _____		
Case load that can be handled: _____		
Referral requirements: _____		
Referral procedure: _____		
Miscellaneous: _____		

that can be handled; (4) list the fee schedules; and (5) describe the procedure and requirements for using or referring pupils who might benefit from the special services. A suggested survey form, shown in Figure 20, can be printed on a 4 by 6 card and should be made in duplicate for each service offered by each agency for cross-filing purposes. One file would contain the agencies in alphabetical order, while the other file would be separated into categories of the special services offered.

### **Resources and Agencies Found within the Community**

After the survey procedure and preparation of forms, the discerning school administrator will learn that there are many resources and agencies not readily available to the school. Often special services may be available through benevolent or religious organizations and known only to the membership. Then, too, many agencies do not list publicly the special types of services offered. Even though they serve a limited clientele, it is most important that the school know of all the resources and agencies within the community. Each should be listed in the file of the school guidance program.

In making the initial survey or supplementing the file at intervals, the administrator would generally include the following agencies:

#### **I. Health agencies**

##### **A. Clinics offering medical services**

##### **B. Agencies offering services of medical specialists**

1. Eye, ear, nose, and throat
2. Heart and circulatory
3. Chest and respiratory
4. Orthopedic
5. Dermatology and skin allergies
6. Others

##### **C. Health aids and appliances**

1. Eyeglasses
2. Hearing aids
3. Orthopedic appliances and aids
4. Other aids

*D.* Dental services

1. Oral hygiene
2. Dental surgery
3. Orthodontia (braces, etc.)
4. Prosthetics (fillings, inlays, bridges, etc.)

*E.* Clinics or agencies offering care for specialized ailments*II.* Mental hygiene*A.* Psychological services*B.* Psychiatric services*III.* Social service agencies*A.* Community Chest-supported agencies*B.* Church-supported agencies*C.* Agencies and foundations supported by benevolent organizations*D.* City, county, and state agencies dealing with problems involving child support, family counseling, and vocational employment of minors*IV.* Agencies and services supported and/or sponsored by civic, professional, and service clubs*A.* Civic organizations

1. Parent-Teacher Association agencies and services
2. Coordinating Council
3. The American Legion
4. The Veterans of Foreign Wars
5. The Boy Scouts of America, local council
6. The Girl Scouts of America, local council
7. The Woodcraft Rangers
8. The Campfire Girls
9. The American Red Cross, local chapter
10. Community Chest agencies not included in previous categories
11. Fraternal and benevolent organizations working with youth programs



12. Agricultural organizations, including the Grange, the Future Farmers of America, and the 4-H Clubs
13. Labor organizations working with youth programs and occupational information
14. The local chamber of commerce
15. The merchants and manufacturers association

**B. Professional organizations and societies**

1. The county medical association
2. The local dental association
3. The local bar association
4. The local mental hygiene association
5. Other professional associations or societies

**C. Service clubs**

1. The Rotary Club
2. The Kiwanis Club
3. The Optimist Club
4. The Lions Club
5. Other local service clubs having a youth program or furnishing occupational information
6. Women's clubs sponsoring youth programs

**V. Job-placement agencies**

- A. Agencies, public-supported and others, interested in placing students in after-school and part-time work
- B. Employment agencies interested in placing students for summer and vacation-time employment
- C. Agencies advising and placing students for employment after graduation from school

**Coordinating the Community Agencies and Resources with the School Guidance Program**

The preliminary work of making the survey and organizing a filing system, as suggested above, should give a definite description of the many agencies and services as resources available in the community. The administrator or the members of his staff who might be assigned the task of organizing the school guidance program are now faced

with the important task of coordinating and making these services readily available to the needs of the school. There are several problems involved in which the school must take the initiative, such as the following:

1. An effective public relations program to interpret the school guidance program to community agencies
2. A public relations program to interpret the ultimate over-all guidance program to all the school personnel
3. A program to interpret to the public the over-all guidance program of the school, the method and purpose of using the services of the community agencies to supplement those services distinctly found in the school, and how this program will enrich the educational growth of the child

The public relations program in contacting and interpreting the school guidance program to the agencies of the community is in reality a preliminary step, in that referral arrangements with the various agencies would not have been negotiated as yet. The school must take the initiative in making personal contacts, if possible. This soon becomes a *two-way matter*, in that the agencies are founded to serve the community, and their services can sometimes best serve the people by serving with the schools. No administrator should ever assume that the responsibility of the school could be transferred to an agency; when the referral is made through the school, the agency would, in joining with the school, serve in the capacity of assisting. As long as the pupil remains in school he remains a responsibility of the school, but the school is not responsible for meeting all his needs. He may, for example, need extensive medical treatment. This is not the responsibility of the school, but making an educational experience available to him in spite of his illness is.

After the initial contact has been made by the school with the various agencies and the idea of a two-way cooperation has been established, the school program must be interpreted to all the personnel who might be invited to join with the school. It might be well for the school to invite representatives from each agency to meet for this purpose, and the school program would be presented as an over-all guidance facility which would be greatly enriched with the special services available at the agencies. The school administrator should be prepared to accept

suggestions from these representatives which in many cases would necessitate modifying or even making significant changes in the school's plans for a guidance program because of the following factors:

1. Agencies may have better trained or more experienced personnel, in which case preliminary testing, interviewing, or attempted counseling on the part of the school might detract from or diminish the work once referral is made.

2. The method of screening and referring cases might not be suitable or acceptable to the agencies.

3. Some of the services of the agencies might not be desirable when used as a part of the school's program, in that the subject referred would refuse cooperation if he knew that regular reports were being sent back to the school. The agency might have better results when dealing with certain types of referrals if the school gets out of the picture as soon as a referral is made, or later when suggested by the agency.

If the program is to be a two-way cooperative plan between the school and the agencies, the administrator would wisely suggest or invite the formation of a coordinating or advisory committee in which agency representatives and those from the school would formulate plans that would be acceptable to all. With such a committee, not only would conflict and frustration to the over-all program be avoided, but a freshness and professional zeal can be effected that would best serve the community. Both the school and the community agencies will benefit from this, since all are organized to serve the people.

Perhaps the school's public relations program would find valuable assistance in preparing materials as well as interpreting the services by enlisting and accepting aid from the representatives of the agencies. Then, too, these agencies should receive public recognition for their part in the guidance program.

The second function of coordinating the school guidance program deals with a public relations program to interpret the ultimate over-all program of the guidance services to the school personnel. First, the school personnel must understand what the program is and what part the community agencies are to play in it; second, the school personnel must be able and ready to interpret this program to children and parents alike.

The entire faculty and other adult school employees must have a clear understanding of the entire program—what it is for, whom it is

for, and who is to do what. They must know the part they are to have in it. They must know what services of the agencies will be available and how they may be obtained. They must understand the relationship of the school and the community agencies.

The method of informing the school personnel about the community agencies may best be decided by the administrator or by staff discussion. Rather than relying on a single method, a series of various activities might be planned. Information might be introduced at faculty meetings; the faculty and other employees might be organized into study groups for in-service training; mimeographed and printed materials might be produced. In any event the material must be complete and carefully organized, so that all will know about the total program and the part they are to play in it. Specialists from the agencies should be consulted and invited to participate where and when their interpretations and information will be of assistance in this phase.

Interpreting the guidance program to the students and the home is often best started with the teachers; public relations most often commence in the classroom. The teacher might begin interpretation of this program by organizing a unit around better understanding of guidance. Scripts for plays, classroom television and/or radio programs, investigations and discussions, and other means of presenting materials would be highly justified in that each pupil would carry home what was learned. The parents would then have an initial introduction and perhaps an understanding that something is being done in guidance services. Parents soon would make inquiries and be ready for a complete explanation of the program.

The third phase of interpreting the guidance program probably must depend upon effective use of the press, television or radio programs, printed materials, and meetings of the public with the guidance program personnel. The program should function as one continuous plan. The entire community should receive all the information: the goals, the methods, and the plan of cooperation with the community agencies, and what is expected in general for each child according to his needs.

While public relations is presented in greater detail in Chapter 4, it is the intent here to emphasize that an effective technique should be employed for interpreting the cooperative efforts of the community



agencies and their services as they enrich those found in the regular school guidance program.

### **Planning for Screening, Referral, and Communications**

If the services of the agencies are to be best utilized, (1) the system of screening and referring pupils to the agencies and (2) the method of communications between the agencies and the school must be considered in the over-all planning. At the outset the agencies and the school personnel must agree on these and, as previously suggested, these can be worked out jointly through a coordinating or advisory committee of agencies and school representatives.

It is good administrative procedure that the screening and referral of children be the function of one person. Nothing could be more detrimental to the relationship between the school and the agencies than to have haphazard referrals. To preserve the best working relationship and to achieve the most effective use of these special services, the school administrator should make a specific policy that one person within the school will screen and make all referrals to community agencies.

A poorly thought-out communications system will ultimately destroy the effectiveness of the whole program. The goals will not be achieved in utilizing the special services to help the child. A well-planned communications system would fix responsibility for liaison between the school and the agencies. It would keep the agencies well informed concerning the outcome of each case. Inquiries, data, case study résumés, and miscellaneous information must move smoothly through channels. All personnel must be constantly alert to maintain and improve this communications system if effective use of referral cases is to be achieved.

### **Establishing a Clearinghouse of Special Services**

Quite often, agencies offering services of a special and valuable type for individual needs are found only in a few communities. In case such agencies are not in the immediate locality, they may be found in an adjacent area. The problem faced by the more remotely located school is knowing where and what special services are available. This can be achieved often by establishing a central clearinghouse for this

type of information in the county office or among several school districts.

The most central point of an area may be the guidance and research section within the offices of the county superintendent of schools, the state department of education, a cooperative interdistrict organization, or an interwelfare-agency organization. The personnel within such a clearinghouse should be contacted by the several schools within the general area, and each school would in turn furnish the central office with a complete listing of all the local agencies and their available services. More specifically, each school would send a copy of the results of its survey, which in turn would be compiled geographically and by types of services into a master file to be available to any of the member schools upon request. Finally, any school desiring a special service not offered by an agency in its immediate locality would find with ease the location of the nearest appropriate agency.

### **USING THE COMMUNITY RESOURCES AND AGENCIES AS A PART OF THE GUIDANCE SERVICES PROGRAM**

The previous part of this chapter has suggested a means of surveying and listing community resources and agencies that would be most valuable as a supplement or a cooperating part of the school guidance program. Suggestions were also made for interpreting the program of the school to the agencies and to the community. Plans for using these community resources and services of the various agencies will prove helpful to the administrator. By careful accounting, the school administrator can be informed about cases referred to the agencies by sources other than the school.

#### **Using Community Resources for Special Health Cases**

Some schools do not have sufficient health services to give diagnoses or treatment for ailments; many states have laws restricting the school health services from treating or prescribing. The student who is not working to his capacity and has medical needs must have his health problem with its frustrations removed if he is to achieve his optimum in his studies.

The counselor in the course of his work with students will discover such things as defective eyesight, defective hearing, need for orthopedic

appliances, dental caries, or other health conditions in his counselees that are overlooked by the home or for which the home is unable to arrange the needed care. The counselor must have a means to take action and meet these needs when the case comes to his attention.

The first step, of course, is to get all the information available from the student's health records in the health office, the school records, the comments from teachers, and, finally, from the student. Next, a contact with the home must be made by the counselor or one of the staff skilled in such visitations. The parents might take the initiative in going to the proper health specialist. In this case the school would request any information or suggestions to follow in the student's subsequent adjustment.

There may be hesitancy on the part of the family doctor to give the school any personal information regarding the student under the physician's care. A proper understanding of the use that is to be made of such confidential information often releases important data.

For the case that needs medical care, even highly specialized attention or treatment, the counselor must have referral agencies at hand if the parents lack financial means. A counselor must know what services are available and how arrangements can be made to cover the costs. In this it is presumed that contact has been established with the agency in the over-all preplanning stage, and that a call or visit will settle arrangements for the referral. In some very special cases the subject might have to be referred to an agency which in turn will study the needs and make a secondary referral to the proper agency offering highly specialized services.

Another plan to make proper referrals for highly specialized needs is to have an advisory committee composed of representatives of the various agencies. The counselor from the school would present the case for consideration, and the direction of the referral of the case would be suggested by this committee. This plan facilitates meeting the needs of the child and helps in determining what services would be available for minimum or nonfee cases. The agencies have the optimum opportunity to serve the community, and the school has wider and more exact use of the services. The child whose parents might not have financial ability to arrange for highly specialized and expensive services also would be best served.

If the agency reports back through the school, the information be-

comes a part of the pupil's record. If the agency makes recommendations as to changes of program or curriculum, the school acts within the possibility as to what is available. As the student adjusts and improves, the school advises the agency or agencies that participate. The final report for successful cases should be one of general improvement in health, attitudes, achievement, and growth. This report should go to the parents and to the agencies to close the case.

### **Using Community Resources in Behavior Problems**

Behavior problems might be linked to health, home, personality, or other problems; they might be simple or complex. Screening and referring students with complex problems might involve more than one type of agency. For example, the counselor would present a case study to representatives from agencies offering psychological and/or psychiatric services, working on problems of family adjustment, support, or guidance, or dealing with youth problems and programs.

The case may be recommended for referral to one agency or to a selection of agencies that will work together and arrange the program and appointments by their joint decision. In this type of referral the coordinating or advisory committee makes better referrals, uses the various services, makes better and more correct appraisal of the needs, and builds better relations between the school and the agencies.

Satisfactory communication between the agencies and the school makes it possible for the school to profit by the agency's recommendations, and, in turn, the agencies can be apprised of the subject's progress in the school.

### **The Employment and Career Type of Problem**

Part-time or full-time employment is a part of the school guidance program. The counselor must have contacts regarding occupational placement.

The counselor will often determine that a part-time or full-time job which would not interfere with the school program would be most beneficial to a student. The merchant must have the feeling that such employment is good for his business and a real service to the child's needs, or simply, that if the job is available, the student would have an auxiliary educational or occupational experience. If the student is



physically qualified and the work will not interfere with his school program or his health, the counselor, acting as a placement agent, will recommend the student to the merchant.

Or in the event there is an agency placing students for employment, the counselor, knowing the health, educational growth, abilities, and interests of the student, will recommend the student to the employment agency for placement. In any type of placement the counselor will follow closely the student's school progress and his success on the job in terms of the student's general welfare.

Career possibilities must always be in the forefront of the counselor's attention. He must know what is good and what will be available in the community. This requires contacts with and utilization of the community's resources and agencies, and as in all other phases, the counselor must establish the feeling of community cooperation, a two-way matter between these organizations and the school.

Often the initiative and the "leg work" will fall upon the counselor, but for the ends gained, it is worthwhile. He must not overlook the professional, labor, farm and agriculture, industrial and commercial, or other local organizations that will have pertinent information and contacts regarding the selection of careers. These, of course, relate more closely to the upper secondary levels, but they are always important resources for pupils at all levels.

### **Responsibilities of the Counselor in Utilizing the Community's Resources and Agencies**

The role of the counselor in utilizing the community's resources and agencies in the school's guidance program has been described in general. Based on that description, his specific responsibilities are as follows:

1. He must be in contact and cooperate with the agencies and the organizations offering special services that might be used to enrich and supplement the school's program.
2. He must be ready to initiate and to carry the major part of the work in contacting and maintaining the relationship with the agencies.
3. He must strive for a definite feeling of a two-way cooperation between the schools and the agencies.
4. He must know how and where group activities might be available and how and to whom they will be most beneficial.

5. He must strive for organization that will lead towards the best cooperative use of the services for the benefit of the student.

6. He must further teamwork by the development of an advisory committee, composed of representatives of the agencies, to clarify the casework and steer the progress of the guidance program in its use of the special services as well as the means of best direction of referrals.

7. He must have a plan for screening and referral acceptable to both the school and the agencies.

8. He must have a communication system with the agencies and organizations, so that information will move rapidly in both directions, retaining the confidential qualities essential to the nature of the information being transmitted.

9. He must maintain proper and effective public relations.

10. He must be sensitive to the needs and the desires of the community and agencies, apprising the school of this information, suggesting curricular and subject-matter offerings and changes, and communicating the suggestions and recommendations for special needs of cases to classroom teachers and other school personnel.

11. He must have a continuous program of evaluation of the over-all program of the guidance services, advising the administrator, the school staff, and the agencies of the community of the progress, the needs, and suggested changes or additions as they may be.

### **THE GOAL OF THE COORDINATED PROGRAM**

The plan to use the community's resources and agencies has as its chief objective the harmonious functioning of a school-community team for the benefit of pupils. This goal requires time and expenditure upon the part of both school and community agencies.

The goal of the coordinated referral program is to guide each child as needs arise, utilizing every available service to enrich the school's guidance offerings. In this way each child will adjust and become continuously more self-directing until he is able to accept his place in adult society as a participating and worthwhile citizen.

This implies that all resources and agencies of the community are used for each child when the need is known and that through this means, his growth and development are a total community responsibility. If his needs are not to be met within the school itself, then the

school, as a social agency of the community, must call upon these available resources.

The coordinated program will reach its most effective level when organized around the team concept. The school and the representatives of the agencies will not only work together, but they will also participate at times in a body as a committee reviewing, suggesting, and directing referrals, making collective appraisals, and drawing group conclusions. Some of the advantages of this type of procedure will be more effective use of the agencies and more efficient direction of the guidance processes.

## PROJECTS

1. Make a survey form to obtain information concerning your community's resources and agencies.
2. Plan and conduct a survey of your community's resources and agencies.
3. Formulate a plan for coordinating the resources and the services available through the agencies in your community.
4. Plan an organization for a central clearinghouse in your area to file and give information regarding special services not immediately available in your own community.
5. Plan a referral form to be used by the school that would be suitable and acceptable to the agencies in your community. Include spaces for all pertinent information.
6. Make a chart of the over-all organization, showing the relationship of the school to the various agencies of your community. Indicate the services offered. Determine the fees for each service at each agency.
7. Organize a unit of instruction for the elementary or secondary grades around the various agencies of the community. Include the services available, how these services help the people of the community, and how each agency is supported. Understanding and appreciation of the community's agencies should be stressed.
8. Follow through one referral case to its conclusion. Determine the part the school must play. What program adjustments are suggested? How is the adjustment of the child progressing at the end of the school year?
9. Outline the steps in a referral case from your elementary or secondary school to appropriate agencies as they exist in your community, in which the child's problems are:
  - a. Large family indifferent to pupil's problems
  - b. Reading retardation with apparent visual deficiency
  - c. Speech defects
  - d. No friends among classmates

*Note:* It is assumed that the school needs outside help on this case.

10. Plan a public relations program to highlight the role of each agency in the over-all guidance organization.

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## CHAPTER 9

# Establishing and Administering Individual Inventory Service

### ESSENTIALS OF AN INDIVIDUAL INVENTORY SERVICE

Providing individual inventory service is basic to every effective guidance program. Generally it is concerned with the gathering, filing, and use of data. It includes several different methods of collecting information about the individual as well as varied techniques for its use. Some of the methods used in gathering data include (1) testing (intelligence, achievement, and special aptitudes), (2) inventories (interest and personality), (3) case studies and conferences, (4) pupil autobiographies, (5) home visits, and (6) anecdotal records.

The methods used in presenting data to pupils are (1) educational programming, (2) personal counseling, (3) vocational interviews and the like. The inventory service includes data about the individual's abilities, interests, temperament, aptitudes, experiences, and background.

Such services may point up the pupil's opportunities and limitations so that he may make an objective choice of a life-goal. For a skillful counselor, interpretation, analysis, and evaluation of data become techniques through which the pupil's needs and possibilities can be fully understood.

Establishing and administering the program of information services for the individual pupils is the function of administration. Its success depends upon the cooperative efforts of the entire faculty. Administrators, counselors, teachers, and pupils all have a stake in the program. Some phase of it touches all of them.

The principal has the responsibility of facilitating the program by providing time for it in the schedule, selecting guidance personnel, providing an adequate budget, orienting teachers to its import, and seeing that each pupil benefits from the service. Counselors are responsible for the collection of information about each pupil's interests, aptitudes, abilities, achievement, and personality, and for provision of study data from which pupils, teachers, counselors, and administrators may make objective judgments affecting personal, social, educational, and vocational choices. Counselors should use inventory data to help meet pupil needs and to revise the curriculum. Administrators may use the data to evaluate the instructional program.

The organization of an information program about the individual involves three important operations: (1) gathering and recording data about the pupil, (2) planning for the interpretation of data to the pupil, and (3) keeping a record system to maintain the data needed in a continuing program. All three procedures require planning at the administrative level, although in most schools the counselor should be the person in charge of their operation.

Recommended practice in individual inventory service requires the coordination of all school facilities involved in keeping pupil records. This can be attained by establishing a committee whose function is to consider the needs of the program and how it may best be made effective. Such a committee, established by the principal, should include teachers, counselor, health coordinator, registrar or attendance supervisor, and heads of the various departments in the school. Such a group, working together, could foresee and avoid many problems involved in developing a good record-keeping system.

### **Gathering Information**

Every school service working with the pupil should contribute information about the individual. The guidance service, as mentioned above, should include an adequate testing program. Test data should include interest and personality inventories, group and, in some cases, individual tests of ability and achievement. Health data should be secured by the health coordinator, school nurse, and school doctor and should be a complete record of the pupil's physical condition and other significant information from periodic physical examinations, home visits, or inter-

views. Teacher evaluations should include report cards, special reports to parents, counselors, or administrators, and anecdotal records.

Home conditions should be reported by visiting teachers, attendance supervisors, or school nurses. Vocational information concerning the pupil's work experience may be kept by the work-experience coordinator, but in any case it should be recorded in the pupil's cumulative record and kept in the counselor's office. Such pupil evaluations as autobiographies or other written information should also be filed in the counselor's office.

### **Plans for the Interpretation of Data**

The next step in organizing information for the individual's guidance is to determine a plan for interpreting data gathered and filed. Two methods are common: group guidance techniques and individual interviews. Group guidance can be used to tell pupils about their performances and the nature and meaning of group norms. An individual interview can serve the same purpose, but it is not efficient. The interview is effective when a pupil needs information of an individual or confidential nature interpreted for him.

A plan for a continuous program of individual information service should call for individual counseling at key points in the pupil's school career. A suggested counseling plan for a 6-3-3 school system follows:

*A6 Grade.* The junior high school principal, counselor, or grade counselor, and selected B7 students conduct an orientation session to point up the junior high school academic and extracurricular program, using short talks, motion pictures, and slides. Individual counseling can be given each A6 pupil concerning the choice of his electives for the B7 semester.

*A9 Grade.* The senior high school counseling staff and selected students conduct an orientation session to describe the high school scholastic and extracurricular activities. Short talks, motion pictures, slides, charts, and student panel presentations are excellent means of presenting orientation materials. Individual counseling can be given to the A9 pupils following the general meeting. Junior and senior high school counseling staffs should collaborate on this phase of the program.

The interview should center around the following data: (1) the achievement level of the pupil, as obtained from test scores and grades

in the fundamental skills of reading, arithmetic, and language; (2) individual-ability test data; and (3) the interest inventory, in addition to declared pupil vocational interests. The interview should help the pupil understand himself, his abilities, etc., in relation to his vocational goals as expressed in the senior high school curriculum: in brief, the pupil's choice of high school course and major and a tentative occupational goal.

*A10 Grade.* During this school year, the counselor or "counselor" teacher should have at least one conference with every pupil, and one conference with the pupil's parents. Such a program accomplishes three things: (1) it gives the pupil an opportunity to reconsider his vocational goals and choice of high school course—to change it without losing time toward graduation; (2) it provides the parents and pupil with insights regarding pupil abilities and parents' aspiration level for their child in terms of the school program; and (3) it provides the counselor with insights into the pupil's background as expressed by the pupil and parents. Before the interview, it is wise to conduct an orientation meeting with the parents and pupils. School administrators, counselors, teachers, and selected pupils should take part. Motion pictures, slides, illustrative charts, panel discussions, role playing, and short talks can describe the offerings of the school. The testing program and the purpose and method of conducting the interview should be explained. The interview, including parent, pupil, and counselor, should be centered around test data, emphasizing the fundamentals, especially reading; interest and personality inventories; health data; and vocational information to help the pupil and his parents understand the pupil's choice of vocational goals in the light of the high school offerings.

*12th Grade.* A terminal guidance program designed to provide the pupil with a plan for his next steps in life after high school graduation is normally given at this time. School administrators, counselors, and teachers conduct an orientation program for the pupil. Pupils should be structured by teachers in senior problems classes as to the value of the experience and the program, including testing and interviewing. Counselors should conduct a testing program to follow the same pattern as that used in the A10 program, but, if possible, it should be more intensified with a vocational emphasis.

One or two vocational surveys, personality inventories, etc., should be included in testing. An achievement battery including reading and



other academic skills is also necessary. Special aptitude tests including mechanical, artistic, and scientific abilities should be administered to all pupils as the basic test battery of intelligence, personality, interest, and achievement indicate.

The interview should comprise counselor interpretation of all information about the pupil. It should center on helping the senior select post-high school plans. The vocational library of the school should aid pupil-counselor planning. Figure 21 illustrates how vital information during interviews may be recorded.

### **Filing of Individual Information**

The data secured for the individual information service should be recorded and filed in the counselor's or principal's office. It is most important that all test scores, anecdotal remarks, and other materials be entered on some kind of permanent record card. The entries should be clearly and legibly entered in ink, or they should be typed, in order to be properly preserved for long use.

In establishing and administering record keeping for an individual information service, the following should be considered as major responsibilities of the administration:

1. To see that adequate space and equipment for safekeeping is provided
2. To see that data are accurately recorded
3. To provide a cumulative-records system
4. To see that several types of record systems are available
  - a. Cumulative-records cards
  - b. Profile-graph cards
  - c. Anecdotal-record forms
  - d. Special case-history forms
  - e. Special pupil-report forms
  - f. Health-record cards
  - g. Other forms
5. To see that methods of distributing guidance data are available
  - a. Attendance roll-book entries
  - b. Home-room profile-data cards
  - c. Guidance data book summaries
  - d. Codified data systems distributed to all certificated personnel

Figure 21. Forms for Recording Information (front)

I.D.#		NAME						2. SCH.		3. AGE		4. BCKGD.		5. SEX		6. PAR. OCC.	
1.		1	2	3	4	5	6										
7. PMA		1	2	3	4	5	6	PERC. SPEED									
8. OCC.		1	2	3	4	5	6	7		8		9		10			
9. GRASE		1	2	3	4	5	6	7		8		9		10			
10. KUDER		1	2	3	4	5	6	7		8		9		10			
11. BRAIN.		1	2	3	4	5	6	7		8		9		10			
12. GSZ-V		1	2	3	4	5	6	7		8		9		10			
13. GSZ-V		1	2	3	4	5	6	7		8		9		10			
14. GSZ-H		1	2	3	4	5	6	7		8		9		10			
15. GSZ-H		1	2	3	4	5	6	7		8		9		10			
16. R. R.		1	2	3	4	5	6	7		8		9		10			
17. G-Z		1	2	3	4	5	6	7		8		9		10			
18. MICH. VOCAB.		1	2	3	4	5	6	7		8		9		10			
19. CTMM		1	2	3	4	5	6	7		8		9		10			
20.		1	2	3	4	5	6	7		8		9		10			
21.		1	2	3	4	5	6	7		8		9		10			
22.		1	2	3	4	5	6	7		8		9		10			
23. TRNG PROG		1	2	3	4	5	6	7		8		9		10			
24. CHI PMA		1	2	3	4	5	6	7		8		9		10			
25. VEGS ART		1	2	3	4	5	6	7		8		9		10			
26. STUDY VALUES		1	2	3	4	5	6	7		8		9		10			
27. TAP.		1	2	3	4	5	6	7		8		9		10			
28. IOWA		1	2	3	4	5	6	7		8		9		10			
29. PURDUE		1	2	3	4	5	6	7		8		9		10			
30.		1	2	3	4	5	6	7		8		9		10			
31.		1	2	3	4	5	6	7		8		9		10			
32.		1	2	3	4	5	6	7		8		9		10			

ADVISEMENT SERVICE LOS ANGELES CITY SCHOOLS

Figure 21. Forms for Recording Information (back)

Name	Sex	Age	Parents (or Guardians)			
Birthdate	Birthplace		Address	City	Zone	
1. School	Grade		8. Living with whom:		Number in home	
2. Major	Avg. Mark		9. Relatives	Ages	Occupations	Education
3. Subjects liked most	Marks		Fa.			
4. Subjects liked least	Marks		Mo.			
5. Reading: How much	What kind		Bro.			
6. School Organizations and activities			Sis.			
			Others			
7. Out of School Activities	Social Organizations		10. Vocational Plans			
Hobbies			a. Parent Preference			
Sports			b. Student Preference			
Work Experience			11. Health			
			12. Remarks			
CASE NOTES			CUM. DATA			
<p>I give my consent to have counseling results made available to my parents, school officials or others who may wish to use them for my benefit. Exceptions to this consent are _____</p>			<p>Student _____ Counselor _____</p>			
Parent Conference: Date _____						

Establishing and administering information services for the guidance of pupils is one of the more important aspects of the guidance program. It is a part of the program which requires administrative leadership, because some of it, for example, counselor time for interviewing, must be worked out in terms of the allotted time schedule for all school personnel in the total school program. It is of special import to the pupil since it is geared to the prime function of adjusting him to school while he prepares himself for life. Principals, counselors, and teachers find in information service the key to their scientific, diagnostic, and objective approach to better guidance for all pupils.

## **TESTS AND INVENTORIES**

### **Administering a Testing Program**

Conducting a testing program is an administrative responsibility which requires that the principal understand instructional objectives, pupil development, and the technicalities of test administration. In large school systems supervisors often select the tests and in some measure direct the testing programs in the several schools. In such districts at the school level, the principal, with the aid of the counselor, makes decisions as to test materials on the basis of pupil needs in the particular school. In small school districts the principal of necessity often acts as the director of guidance and makes the decisions as to tests with the aid of the counselor or a committee of teachers.

An adequate program should include the basic areas of testing. Inventories should determine pupil interests and personality development; achievement and diagnostic testing discover pupil growth and limitations. The choice of tests should be based upon an understanding of pupil abilities, cultural background, and the ease of scoring, recording, and interpreting.

The testing program should be given periodically to be current, and therefore effective. This means that the program should possibly be given every third semester, especially at the junior and senior high school levels.

### **Using Trained Personnel**

The principal should see to it that the testing program is conducted by trained personnel. Counselors should be trained to become proficient



in administering, scoring, and interpreting tests. They should also be skilled in training other school personnel in testing procedures. In large schools grade counselors may conduct testing programs with the assistance of classroom teachers who have been instructed in test administration. In small schools teachers should be trained in test administration and closely supervised by the principal to prevent invalidating test results.

### Orientation for Testing Program

Adequate time for orientation to the testing program should be scheduled in the school's master calendar. This will help to ensure smooth operation of the program with no conflicts. Every detail of test administration should be considered to eliminate conflicts. Pupils, teachers, and counselors should be given advance information concerning the steps in testing to ensure proper orientation. Pupils should be properly informed as to how the program may benefit them. Teachers should be given details and responsibilities in advance so they can coordinate testing with their teaching plans. The bulletin form on page 175 exemplifies suggestions to teachers on how to conduct an objective test.

#### A Sample Faculty Bulletin on Testing

##### I. Preclass preparation

- A. Pick up kits in counselor's office.
- B. Carefully recheck test kits for the following:
  1. The correct level of tests for your group.
    - a. The intermediate level for grades 7, 8, 9
    - b. The advanced level for grades 10, 11, 12
  2. Machine-scoring editions of the tests.
  3. A machine-scoring edition of the manual of the proper level.
  4. An adequate number of tests, plus one for reference.
  5. An adequate number of answer sheets of the same level as the tests for each student.
  6. An adequate number, plus ten, of sharpened pencils.
- C. If any of the above material is missing, or if any problem arises, go to the counselor's office.
- D. The following room set-up is suggested for uniformity:
  1. Make a temporary reseating arrangement, if you feel reseating is desirable.

2. Have ventilation and other physical factors taken care of before class, as time is limited.
3. Have tests, answer sheets, and pencils ready to pass out.
4. Have at hand a manual, machine-scoring edition, and a test for that use.
5. Prepare a sign for each door to this effect: *"Testing. Please do not disturb. Go directly to library."*
  - a. Put this sign up when the 8:40 bell rings.
  - b. At the same time, see that both doors are closed.

E. If you have been scheduled to do testing but do not have the proper facilities, please see Miss ——— immediately.

## II. The testing period—8:40 to 10

### A. Suggestions to teachers

1. The special directions to examiners precede the reading section.
2. Note that the directions to be read with the pupils are in black type.
3. Clarify the marking system by illustrating on the board.
4. For timing accuracy, make a written note of when time will be up for each section.
5. In case of copying turn the pupil's name in for retesting with the pick-ups.
6. Immediately upon completion of test collect pencils, booklets, and answer sheets separately.

### B. Structuring the class

1. Do not explain the test until the 8:40 bell rings.
2. Temptation to copy may be lessened by explaining that the survey is for instructional, rather than grading, purposes.
3. Instruct pupils not to mark on the test booklets.
4. Contrary to directions in the manual, these tests will be hand-scored, so marks may be crossed out instead of erased.
5. If more than one answer is indicated, no credit may be given.
6. Allow legitimate questions before the test. Make it clear that no word or help may be given after the testing begins.
7. "Pencils up" is the signal that the time is up for each section. Keep them up until the signal to begin the next section is given.

## III. The follow-up

### A. Scoring

1. Each teacher who administers testing is responsible for obtaining the raw scores and recording them in the proper space on the answer sheet.
2. Having the correct score key according to the test level and form used is of utmost importance.

3. Before using the score key, look over the answer sheet to see if more than one answer is indicated. If so, count as wrong.
4. To score accurately, the key must be in the exact position over the answer sheet.
5. The raw score is secured by totaling the correct answers.

#### B. Checking-in test kits

1. All the materials issued may be returned to the counselor's office as soon as the raw scores are completed, and no later than period VII.
2. All test booklets should be free of all pencil marks in order to be ready for use again. If a booklet is too badly marked for clean erasures, indicate this by an attached note.
3. The following tear-off should be returned with the test kit.

Figure 22. Pick-up List, Including Absentees and Those Needing to Be Retested

PICK-UP LIST							
Includes absentees and those needing to be retested							
Teacher's name _____		H.R.# _____		Grade _____		Date _____	
Pupils	Periods *						
	I	II	III	IV	V	VI	VII
1							
2							
3							
4							
5							

\*Write in room numbers in space indicated for periods.

### Interpreting and Applying the Test Results

An important phase of testing is informing the teaching staff and keeping records of the information. Test data should be kept systematically and made available to all certificated personnel, provided data are properly safeguarded to ensure professional use. The principal should instruct teachers in the interpretation of test results. He should also instruct them concerning the dangers of misinterpreting test scores, and of the relative importance of these scores to other pupil data. The

counselor, grade counselor, or teacher may explain test results to pupils in clear, objective language.

Test results have many broad applications for administrators, counselors, teachers, and pupils. In fact, they should be, and often are, a means of direction for the entire educational program. Properly utilized test results are of primary importance in helping pupils make education or vocational choices. Each test result, if properly explained to the pupil, becomes a significant part of the complete analysis of the individual. As a whole, test data can become a true guide to realistic, logical thinking, so sorely needed by pupils to guide them in making important life decisions.

Teachers in the classroom can use test scores as an aid to understanding the pupil as a learner. A teacher must consider the pupil's background, personality, learning ability, and achievement to function as a guide to learning. Mere knowledge of the pupil's intelligence quotient or his grade placement in a subject field is not sufficient.

Home-room teachers, to perform their guidance function as a "school parent," need to use the results of an adequate testing program, perhaps even more than do classroom teachers. As home-room teachers they are responsible for the daily guidance of the pupil throughout his school life. Every bit of test data, along with other pertinent information, can enable the "school parent" to see the pupil in his true light, and thus to aid him to adjust better to the school, and to interpret his behavior and learning pattern to the classroom teacher, parent, or school administrator.

To the counselor, as a specialist trained in guidance, the application of test results is a means of performing a vital aspect of the guidance function. The counselor should use the data broadly to understand the individual pupil in relation to his group in his school, city, state, or nation. This can be done through determining pupil norms and using them for comparative studies. Specifically, the counselor can use the data in providing informational services to do four things: (1) to analyze the facts as a means of understanding the pupil as an individual; (2) to interpret the data to the pupil so that he may gain insights and make valid judgments as to personal, educational, and vocational choices; (3) to interpret the data to parents, teachers, and administrators; and (4) to prepare information for study by guidance specialists, such as school psychologists, social workers, psychiatrists, and others.



In educational guidance the counselor should use test information to place the pupil in the right course and classes. The teacher can use test data to help the pupil develop his abilities to their maximum.

## INTERVIEWS

The interview is a face-to-face relationship which can provide much information about a pupil not otherwise obtainable. It is also the best method to present information to the pupil, since it provides an opportunity for both counselor and pupil to develop valuable insights while in the process. In the interview the counselor can get many important clues as to the pupil's attitudes, family background, school and life aspirations, school environmental factors, sociological ideas, emotional and psychological feelings. Moreover, interviews may reveal speech defects, vocabulary level, habits of dress, personal hygiene, and points of view.

To make such data available, the counselor or principal needs to provide some method of notation. This may be done by using an interview sheet including the main information desired by the counselor. Generally, such a form is best when constructed to fit the needs of the counselor and his pupils in a given school situation. However, many forms are available, one of which is illustrated in Figure 23.

Figure 23. Guidance Interview Record

<b>I. Interview data</b>		Date_____
Student's name_____	Age_____	Grade_____
Birthdate_____		Curriculum_____
<b>II. Test scores</b>		
<i>Potential capacity data—IQ</i>		
1. Otis_____	3. Other_____	
2. C.M.M._____		
<i>Vocational interest inventory in percentiles</i>		<i>Youth inventory in percentiles</i>
Mech._____	Art_____	School_____ Home_____
Comp._____	Lit._____	Ahead_____ Boy-girl_____
Sci._____	Mus._____	Myself_____ Health_____
Pers._____	S.S._____	General_____ Others_____
Cler._____		

*Achievement in grade placement*

Reading \_\_\_\_\_ Vocab. \_\_\_\_\_ Comp. \_\_\_\_\_  
(Grade)

*P.M.A. in percentiles*

Verbal mean. \_\_\_\_\_

Number \_\_\_\_\_

Space \_\_\_\_\_

Word fluency \_\_\_\_\_

Reason \_\_\_\_\_

III. Scholarship

*Junior high (check one):*

Above aver. \_\_\_\_\_ Aver. \_\_\_\_\_ Below aver. \_\_\_\_\_

*Senior high—Grades at tenth-grade levels*

1. English \_\_\_\_\_ 3. Com. Skills \_\_\_\_\_ 5. \_\_\_\_\_

2. Phys. Ed. \_\_\_\_\_ 4. Life Sci. \_\_\_\_\_ 6. \_\_\_\_\_

IV. Citizenship (Check):

Satisfactory \_\_\_\_\_

Unsatisfactory \_\_\_\_\_

V. Attendance (Check):

Satisfactory \_\_\_\_\_

Unsatisfactory \_\_\_\_\_

Tardy \_\_\_\_\_

On time \_\_\_\_\_

VI. Notes on health

\_\_\_\_\_  
\_\_\_\_\_

VII. Notes on vocational ambitions and special interests

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(Do not detach)

Student's name \_\_\_\_\_ Age \_\_\_\_\_ Grade \_\_\_\_\_

Career plans \_\_\_\_\_  
\_\_\_\_\_

Course and major \_\_\_\_\_

Referrals \_\_\_\_\_

Parent

Student

Counselor

Date \_\_\_\_\_

# CASE STUDIES

The case study is to the counselor what the medical history is to the physician. The purpose of the study is two-fold: (1) to bring together related and helpful information about a single pupil and (2) to provide recommendations which help teachers and counselors enhance pupil adjustment.

The case study may be done by one or more persons. In many schools the counselor, teacher, school nurse or doctor, attendance supervisor, or visiting teacher all contribute information from their separate provinces. However, the conduct of the study is usually directed by one person—the counselor, the school guidance specialist, who organizes the data, putting it into the written form of the case study, as illustrated in two case studies which follow:

## CASE STUDY #1

### REQUEST FOR STUDY

At Parent-Teacher School Guidance Center

1. *Identifying information (to be obtained by school employee from parent)*

Date: 2-7-55

Name Smith, Edward William

Address 2100 X Street Phone Am 2111

City Zone

School City High Age 12-3 Birthdate 11-7-42 Grade B7

#### Father

Full Name William Albert Smith

Year of Birth \_\_\_\_\_

Place of Birth Atlanta, Ga.

#### Other Children

Name Year of Birth

Alice Smith 8-10-48

Margaret King 10-25-49

Harry King 8-12-51

Henry King 9-11-53

#### Mother

Full Name Mary Adams Smith King

Year of Birth 1923

Place of Birth Atlanta, Georgia

#### Others in Home

Relationship  
Name (stepfather or mother, maternal grandmother, etc.)

John L. King Stepfather

2. *Problem for which you wish child examined*

To help Edward adjust to high school. Edward has caused trouble in most of his classes and in many cases has made it almost impossible for the teacher to teach. He has refused to accept discipline and has been defiant, insubordinate, rude, and profane to his teachers. In sixteen weeks Edward was referred to the vice-principal sixteen times.

3. *Record of scholastic capacity and educational achievement*

Date	Grade	Test	Ch. age	Ment. age	Index	XA GP	Reading GP		Arith. GP		Lang. GP	Spell. GP
							Voc.	Comp.	Reas.	Fund.		
10-53	B6	K-A	9-10	8-0	81		4.1	5.0	5.4	5.0		
1-55	B7	W-B (Wisc) 12-3			83							

4. *Teacher's and principal's comments and description of behavior*

See attached sheets.

5. *Any health data you may have*

11-10-54: Physical: Underweight. Corrective physical education (lordosis). Asthmatic. Chest X ray requested.

6. *Any social or family data you may have*

Mother extremely interested and cooperative, but is completely bewildered and confused as to how to handle Edward now.

7. *Name and title of person with whom the center should discuss child after study*

Howard L. Roberts  
Vice-principal  
City High School

## PSYCHOLOGICAL STUDY RECORD BLANK

Name Smith, Edward William Sex M Birthdate 11-7-42  
Last First Middle

Address 2100 X Street Telephone Am 2111

*Problem:* To plan a program which will help Edward adjust to the junior high school.

Date	School	Grade	Ch. age Yrs. Mos.	Stanford-Binet		W.I.S.C. Wechsler-Bellevue			Reading achieve.		Spelling achieve.		Examiner
				Ment. age Yrs. Mos.	IQ	Verb. IQ	Perf. IQ	Full Sc. IQ	Test	Gr. Pl.	Test	Gr. Pl.	
1/28/55	City HS	B7	12-3			86	83	83					L. Newton

*Classification and reliability:* Dull normal



*Recommendations*

1. Program to slow-learning classes.
2. Arrange teacher conference to discuss results of this study and to plan cooperatively how to help Edward:
  - a. Gain status with his peer group
  - b. Secure satisfaction from accomplishments in school subjects
  - c. Gain approbation from teachers
3. Solicit the help of the pastor of his Catholic Church in encouraging Edward to participate in organized group activities.
4. Encourage participation in after-school supervised games.
5. Counsel with the parents as to Edward's need to grow in self-reliance and to participate in activities with his peers.

1/55 LN

*Behavior*

Edward responded to the testing situation happily and with interest. Attention and concentration were good, and he was at least average in persistence. He replied with confidence when he knew an answer and matter-of-factly admitted it when he did not know. There was very little guessing.

*Reliability of results*

Since testing conditions were good, results are considered a reliable and valid measure of intellectual functioning.

*Scatter:* Moderate.

*Abilities and disabilities*

Attention and concentration good. Relatively good ability and willingness to follow directions and to learn and do a simple, structured task.

REQUEST FOR INDIVIDUAL EXAMINATION

(For high school use)

To: Supervisor of Counseling

School City High School

Date January 20, 1955

Name Smith, Edward William

Address 2100 X Street

Tel. Am 2111

Date of Birth 11-7-42

Age 12-3

Grade B7

Race

*Statement of problem: (Please be as explicit as possible.)*

Edward is a B7 who has not been able to adjust to a junior high school. He has caused trouble in most all of his classes and in many cases has made it almost impossible for the teacher to teach. He has refused to accept discipline and has been defiant, insubordinate, rude, and profane to his teachers. In sixteen weeks Edward has been referred to the vice-principal sixteen times.

184 **GUIDANCE SERVICES: Organization and Administration**

The behavior of Edward may stem from the fact that he is very small and insecure in his new situation with so many larger children.

**Health history**

Physical: 11-10-54

Underweight. Corrective physical education (lordosis).

Asthmatic.

Chest X ray requested.

Referred by Frank M. Gray Signed \_\_\_\_\_ Principal

**School history**

School	Date Entered	Date left	Teacher or counselor	E Etr Etrs	Age	Grade	Days pres.	Days absent

**Scholastic capacity and educational achievement**

Date	Grade	Test	Ch. age	Ment. age	Index	XA GP	Reading GP		Arithmetic GP		
							Voc.	Comp.	Reas.	Fund.	
10-52	B6	K A	9-10	8-0	81						
10-53	B6						4.1	5.0	5.4	5.6	

**Family data**

Father's name William Smith

(Given)

(Surname)

(Occupation)

(Place of birth)

Mother's name Mary Adams

(Given)

(Maiden)

Stepfather or  
stepmother or  
guardian \_\_\_\_\_

(Given)

(Surname)

**Names of other children in family**

Name	Age	Grade or occupation

**Additional information**

See attached.

*Teachers' comments*

Disturbs others by too much talking. Gets out of seat too much without permission.

—L. Martin, ART

Disturbing class while movies going on. Sent into darkroom. Went out into hall without permission. Destroyed work of other students in back room. Every day disturbs class: throwing eraser, hitting boy with broom handle, throwing broom. Asked to move seat for sake of discipline. Refused. Sent to back room. Continued to come out. Makes excessive noise. Out of seat. Would not obey teacher. Went into back room trying to get into fight. Going in back room without permission. Throwing card in class. Hitting other students with ruler he took out of drawer while standing in corner. Talks all the time; always causes disturbances. Is capable of good work.

Edward will do no work, even when given material to work with. On this basis I have to call him "Fail." At times he responds to reproof and at times to sympathy. He seems to be torn between a happy, carefree and a serious nature. He just doesn't seem to be able to adjust himself to school and work. He is a daydreamer and comic in class and is easily influenced by others, students who seem to fit his carefree attitude. Attendance is irregular with frequent tardies.

—G. Lewis, SOCIAL STUDIES

Constant talking, disturbing, out of seat, running in the hall. Doesn't act like a high school boy. Too childish. Constant laughing, giggling, acting smart, snatching things away from Johnnie Lane. Humming, trying to sing. He wastes all his time showing off and acting like a baby. He should go back to sixth grade. Just plays instead of doing work. Constantly out of seat, disturbing others around him. Failing in spelling and work. Sometimes he brings paper and works; most of the time he has no material and does no work. He acts like such a child. He doesn't belong in junior high. I tell him every day not to run down the hall, yet every day when class is dismissed he runs the whole way. Perhaps he should go back to sixth grade but I doubt if he acts old enough for that. He missed half his spelling. Was given his paper to write each word five times, instead he changed every word and his grade. Minds everyone else's business but his own.

—P. Carter, ENGLISH

Can read orally and write neatly. I think he could do quite well if he would try. Did a little work sometimes. He spent so much time playing, talking, making remarks, showing off, tardy, out of seat, absent, he never

got his work done. He is very childish and immature. I think he must have been babied too much and not made to obey at home.

—P. Carter, ENGLISH

Not adjusting to junior high world. Cannot control himself. Fail U U. Defiant "I'll do as I please" attitude. Refuses to follow instructions, a troublemaker. Causes disturbances, never where he belongs. Erratic.

—C. Madison, MATHEMATICS

Poor attitude. Does not strip regularly. Does not participate in games and activities. He is not mean or hard to handle.

—G. Hansen, PHYSICAL EDUCATION

Very playful, thinks everything is funny. Hard to work with unless with an iron hand, grade DUS. Good attendance.

—H. Bryant, DRAFTING

Moved about room constantly. Bothers other students. Rude to visitors. Played. No discipline affected him. Didn't take anything seriously. Threw things when he had the chance. I was unable to reach him.

—L. Martin, ART

## CASE STUDY #2

### REQUEST FOR INDIVIDUAL EXAMINATION

(For high school use)

To: Supervisor of Counseling

School City High School Date February 7, 1955

Name Harrison, Tom Address 1253 Lane St. Tel. Me 1001

Date of birth 2-24-41 Age 14-0 Grade B9 Race

Tom is an intelligent boy who is failing to succeed as he should in school. His failure is caused mainly by poor personality adjustment. He is immature and spoiled and reacts unfavorably to anything which does not meet with his approval. If he makes trouble and is found out, he generally will try to put the blame on someone else. He never wants to face reality if it concerns any correction for him.

Recently Tom has been truant from school and he has tried to put himself in another school (a special school) because he is failing in most of his classes. His grades have steadily gone down.

Whenever crossed, Tom shows emotionalism and temper. In fact, his chief personality characteristic seems to be emotional instability.



Health history

2-7-55: No physical defects reported.

Referred by Frank M. Gray Signed \_\_\_\_\_ Principal

*School history*

School	Date Entered	Date left	Teacher or counselor	E Etr Etrs	Age	Grade	Days pres.	Days absent

*Scholastic capacity and educational achievement*

Date	Grade	Test	Ch. age	Ment. age	Index	XA GP	Reading GP		Arith. GP		Lang.	Spell.
							Voc.	Comp.	Reas.	Fund.		
9-52	B7	Otis A	11-7		119							
3-53	A7	CnlAch	12-2				8.2	9.4	8.3	8.8	7.1	8.8
3-54	A8	Prg.Ach					9.0	9.8				

*Family data*

Father's name Henry  
 (Given) (Surname) (Occupation) (Place of birth)

Mother's name Margaret  
 (Given) (Maiden) (Occupation) (Place of birth)

Stepfather or  
 stepmother or  
 guardian \_\_\_\_\_  
 (Given) (Surname)

*Names of other children in family*

Name	Age	Grade or occupation

*Additional information*

See attached.

HARRISON, TOM

*Teachers' comments*

Cannot get along with other students. Must have his way. Will resort to anything to get attention. Will cry about things that happen to him. Thinks someone is "picking" on him. Is lazy. Seems to be tired. Not

interested in school or anything. Always makes a start, but never gets much further. Has a good "gift of gab." Good leader. Can influence others easily.

—*L. Pritchard, SCIENCE*

Out of seat for any reason (or most of the time for no reason) claiming he was looking for equipment with which to work. When questioned about being out of order, he usually fussed and tried to get someone else to say that he was being discriminated against. Left the room twice without permission on impulse. Work habits were poor. He often had no equipment, would work for a short period of time and then talk to someone. When spoken to, he would feign discouragement, as if it were useless to try to please the teacher. When he did complete anything, praise for what he did seemed to encourage him. When he returned from another school last semester, he did good work and made it known that he intended to continue, confided this to Jim Smith, but Tom was present only a day or two afterward. It seemed to help Tom to talk with him aside when occasion permitted. He seemed to find it difficult to be reasonable sometimes. He tried to turn the conversation toward someone else in the class. He usually promised to do better but was absent or forgot his promise too many times.

—*M. Nelson, ENGLISH*

His reaction, *when* in class, wasn't too good. Absent quite a bit. Work habits very, very poor. I have found no way of approaching Tom.

—*E. Thompson, MATHEMATICS*

Would sometimes act as if he were going to cry if he didn't get his way or if his project were given constructive criticism. When accused by his peers of smoking, he would deny same to point of tears in front of teacher. Form of histrionics. Would come to class tardy. Worked fairly consistently. Was talkative and rather noisy in the small class. Would play if not watched. Grasped ideas quickly, but execution not exceptional—in art.

—*L. Martin, ART*

Generally, case studies are made of pupils who have acute behavior, health, or academic problems, especially those cases requiring a diagnostic approach beyond the usual routine investigations made by teacher, counselor, or administrator.

Case studies, as illustrated here, include such categories as: personal data, including height, weight, age, grade, etc.; home background, including facts concerning parents, the number of siblings, socioeconomic status of the family, etc.; health information, stressing health

conditions, especially any irregularities; educational achievement, including grade placement, academic grades, etc.; test data, including test scores from group and individual tests; anecdotal records, including significant remarks made by pupils, teachers, and counselors in addition to observations of behavior; interview data, including any significant remarks made by the pupil during interviews; case summary, to sum up all facts in a few succinct statements; and recommendations, including steps that might lead to adjustment of the pupil.

Case studies are of value to all school personnel. They are sources of significant data that, if known by teachers or counselors, may facilitate their approach to a pupil. Used in providing informational services for the guidance of pupils, case studies enable the counselor to interview the pupil more intelligently, to place him in classes where he can succeed, and to interpret the child to all concerned in terms of an over-all objective view of every factor which makes the pupil what he is.

## AUTOBIOGRAPHIES

Autobiographies are another way to secure information about people. There are two principal types: the free essay and the structured. The free-essay type is, perhaps, the most fruitful for guidance purposes, since it allows the subject or pupil to express himself unhampered by any formal structure.

Free-essay autobiographies may reveal many hidden facets of personality that may not be brought to light through any other ordinary means of counseling short of the techniques of skilled therapists or psychiatrists. The structure type of autobiography may be of value when working with pupils who are not too verbal. By following a set form, such pupils answer questions that may help the counselor observe feelings that a reticent pupil might not otherwise reveal. Such an interview may take the form shown on page 189.

### About Yourself, an Autobiography

Name Jack Miller

Grade A10

Date September 18, 1955

1. Do you have a nickname?

2. What is it? My hair

Do you like it?

Red  
yes

3. Do you like school? sometimes
4. Do you like school subjects? some Your favorite subject? math
5. What do you do in your free time? read science books
6. What are the ages of your best friends? 16 and 17
7. Would you rather play with boys or girls? boys
8. Do you like to go to movies? yes when I can choose
9. What kind do you like? mysteries
10. What kind of books do you like? science
11. Do you have a pet? yes What kind? a dog
12. Do you like to read or study? sometimes
13. What type of games do you like? football
14. Do you play on team sports? yes
15. Do you look at television? yes
16. How often? every week night
17. What programs do you like? sports and mysteries
18. Do you listen to the radio? yes
19. What are your favorite programs? mysteries
20. Do you tell your mother experiences you have had during the day?  
yes
21. Do you do things outside of home with your father? yes  
What are they? fish & hunt How often? occasionally
22. Do you play with your brothers and sisters? have none
23. Do you belong to any clubs outside of school? yes  
What are they? H.I.-Y
24. Do you enjoy going to church? No
25. Do you have any hobbies? yes What are they? raising tropical fish

Autobiographies are of special use to teachers and counselors as additions to case studies and other factual data. They are personal histories and, therefore, make good instruments for revealing subjective feelings, hopes, and aspirations.



## HOME VISITS

Home visits can provide a rich source of information as a background for pupil behavior and personality development. The major purposes of the home visit in providing informational services are (1) to establish good rapport between home and school; (2) to exchange information between home and school regarding pupils; and (3) to learn about home conditions which will help explain pupil behavior.

To be of value, home visits require persons skilled in interview techniques and observation of behavior. In fact, if conducted by unskilled persons, home contacts can cause great damage to the pupil and to home and school relationships. To avoid blunders, the principal should utilize school personnel suited to the task. Generally, the attendance and welfare supervisor, the visiting teacher, the school nurse, or the counselor should make the home contact.

To the trained observer, home visits reveal signs of good or poor parental supervision, sibling rivalries, family hostilities, or their lack. The results of such contacts should be made available through brief, objective reports to all personnel working with pupils.

Home-room teachers, classroom teachers, counselors, and administrators all gain from the careful perusal and analysis of home-visit material.

## ANECDOTAL RECORDS

Anecdotal records are special factual reports of daily observations of pupil behavior. They are succinctly written observations, designed to record behavior patterns that a teacher or counselor may use to understand a particular pupil better.

Home-room and classroom teachers are in daily contact with pupils, and thus are the greatest contributors in this field. Counselors and administrators do contribute, but to a lesser degree.

Anecdotal records are valuable because they show pupil behavior as it happens, as well as the recorder's reaction to it. Thus, for purposes of providing pupil informational services, such records manifest important sidelights of behavior which are supplementary to the many other sources of information.

Anecdotal records are compiled by teachers and counselors on some form of cumulative record.

## PROJECTS

1. Plan a testing program for a junior or senior high school, designed to provide the data required to conduct an individual information service. List the tests selected and state how the data will be used.
2. Plan a testing program for an elementary school. Include the names of the tests selected and the grade in which they will be administered. Explain how the test data will be used.
3. Outline an in-service training program for teachers on administering, scoring, interpreting, and use of tests in an information-service program for (1) a large elementary school, (2) a small junior high school, and (3) a medium-sized senior high school.
4. Write an instructional bulletin for teachers detailing the information required to administer and score an achievement test.
5. Create a system for the dissemination and use of test data by teachers to aid them to individualize their instructional techniques.
6. Set up a program for individual counseling for the elementary, junior high, and senior high school. Determine the goals, techniques, and grade levels for the program.
7. Devise forms for the counselor to use when conducting an interview for the purpose of vocational guidance in the A10 and A12 grades.
8. Gather data and write a case study of a pupil who is a behavior problem. Show how the case study can be used in an elementary, junior high, or senior high school by the teacher, counselor, and administrator.
9. Observe the behavior of a pupil and make a daily anecdotal record. Interpret the meaning of the data and explain how it could be used by the counselor in an interview with the pupil or his parent.
10. List all of the various types of data required to conduct an adequate individual information service.

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## CHAPTER IO

# Information Services about Environmental Opportunities

Education is a service to society. The welfare of society is served by the educational program, but the community has certain responsibilities for its success and many resources which enrich the school's program. Without this reciprocal relationship, the school, like any other institution of society, cannot perform its mission effectively. This chapter will indicate some of the main aspects of the school environment pertaining to the youth's experience while he is in school and after he leaves it.

After the needs of the pupil have been identified, the school program must be designed to meet those needs. To attain this goal, some phases of the educational program will be the direct responsibility of the school, while others will be indirectly a function of the school through cooperation with other institutions of society. Because the school is only one of the many institutions exerting some influence on the members of the community group, the principle of shared responsibility is the only constructive approach to the problem of helping young people grow and mature. The school and other responsible institutions must define their respective duties carefully and assume responsibility for their execution. There can no longer be any question as to which institution is more obligated for moral and spiritual values, realistic occupational planning, wholesome recreational habits, or mature personal and social adjustment patterns. An implicit assumption of this book is that planning has been accomplished on a cooperative basis



and that the discussions of various phases of the school program, and the guidance program in particular, are ways and means whereby the school can accomplish its responsibility more adequately. At the same time, school administrators, like leaders in other institutions, are continually exerting their influence on society to formulate better plans to train children and youth.

Four phases of information service about environmental opportunities will be discussed in this chapter:

1. Occupational orientation, including courses in occupations, community surveys, collection and dissemination of occupational information with its limitations, and some of the answers to the problems inherent in vocational selection
2. Educational opportunities for further training
3. Community and recreational facilities for enriching the educational program
4. Community cooperation in meeting the mental health needs of pupils

## OCCUPATIONAL ORIENTATION

### Provision for Individual Differences

Individuals vary greatly in their degree of occupational maturation. One student will have arrived at a realistic choice of his vocation while in the elementary grades; another will not have made such a choice when he graduates from high school. Although the causes for this great discrepancy are largely unknown, research studies are gradually identifying some of the more obvious factors which go into occupational adjustment.

Even though the interests, abilities, and achievements of the pupil are known to a measurable extent, the treatment program in many respects is more retarded than that for physical and mental defects. The assumptions that all students are ready for occupational information at the same time and that all pupils will benefit from the same occupational experiences, have contributed as much as anything to the limitations of this aspect of the guidance program. School administrators must learn when to provide occupational information and know what to give and how to give it.

### Need for Occupational Information

As the young person moves from childhood to adulthood, he becomes increasingly aware of his responsibility for the productive effort of society. For the mature individual, this is a stimulating prospect; but for the anxious youth, it can be almost terrifying. The wealth of work opportunities in the United States is as bewildering and frustrating as it is fascinating. Not only is the pupil confused by the prospect of choosing one of some twenty thousand jobs, but the parent and the educator are no less anxious about their roles in this difficult task. The businessman is likewise interested in the reserves of available manpower to the economic needs of society.

The pupil wants to know how he can bring order out of the chaos of so many job opportunities and at the same time satisfy family members who may expect him to do better than they did. Where shall the study begin?

How much money can I make? How many productive years do I have? Who hires all of the carpenters, engineers, and salesmen? Will I have steady work and enough to educate my children, and retirement funds to care for me after I become old?

School administrators who disseminate occupational information are aware that the drop-out rate increases rapidly from the tenth grade on. Have the schools discharged their responsibilities to these drop-outs? Are they supposed to train all pupils to be adequate homemakers by the tenth grade, to provide them with leisure-time skills, to ensure mature personal and social adjustment, as well as to provide them with occupational skills? Many administrators feel that the educational program should be such that the drop-out rate will decrease and that every child will have the benefit of a complete educational experience. Altering the program to allow for completion of training before the tenth grade is certainly not the answer, but it is incumbent upon pupil personnel workers to meet guidance needs of each pupil at each grade level. Occupational guidance should be given when needed. If the pupil must leave school, the transition must be made easily. An adult program must be made available for serving recurring needs of the drop-out as well as the needs of graduates with like problems.

Many students feel the need for selecting a specific vocation, but there is some doubt as to whether that is a greater need than selecting

an area or a field for which they might prepare themselves. The fact that a great majority can perform most jobs adequately as far as the skills are concerned raises another question as to which goal is preferable—general or specific. Many compulsive people believe they must settle for one vocation, even though statistics show that most workers do not achieve such a rigid goal. The ability to adapt oneself to changing conditions seems to be more desirable. Certainly at the elementary and secondary school level, the pupil would do well to keep an open mind and not restrict himself to an all-or-nothing objective.

### Objectives of Occupational Orientation

A primary objective of guidance work in the field of occupations is to assist the pupil to secure meaningful educational experiences through understanding his role in the world of work. To achieve this objective, the pupil should appraise himself in relation to his ability to do some worthwhile productive work.

Secondary objectives include (1) assisting pupils to mature in vocational understanding and to develop attitudes in harmony with the modern and ever-changing demands of our social and economic life and (2) assisting pupils to make a realistic vocational selection. Some writers may stress the latter as the primary objective of vocational guidance. But understanding oneself and accepting positive attitudes toward the economic world are basic and fundamental to the process of selection itself.

### Problems in Vocational Guidance

1. Common problems face many students, but in addition, some may be handicapped by racial, national, or sex discrimination, physical defects, mental retardation, and emotional immaturity. Under these conditions, occupational orientation must be combined with realistic appraisal of the social barriers to be overcome or circumvented, or by possible rehabilitation, in the case of personal defects.

2. Emotional factors usually exist when a counselee requests assistance. They are always to be considered, but in the so-called problem cases, they are factors which must be explored. An adequate service must care for the identifications, compensations, and other dynamic aspects of vocational selection. An interest inventory may be an excellent projective device. A high engineering interest pattern may reflect

an inadequate male. Measured and professed sales interest may show a need to dominate and control others. A social service drive in an individual may express a need to have people around him and dependent upon him in order to support a weak ego structure. The creative interests are frequently fantasy projections in extreme cases. If some of these factors are present, the counselor must realize that the person is possibly using a vocational need as a socially acceptable mechanism for getting help with nonvocational problems. Occupational orientation under these conditions becomes a very stubborn obstacle to realistic planning.

3. Goal aspiration is another problem to consider in addition to test scores and academic grades. The strength of the choice appears to be as significant as the definiteness of choice according to Weigand's<sup>1</sup> investigation. He found that the influence of goal aspiration significantly differentiated between successful and unsuccessful probational students when high school records and tests of scholastic aptitude and achievement were held constant. However, indiscriminate recommendations to continue education beyond the high school level may raise goal aspirations beyond the point of realism.

4. Job satisfaction studies, such as the ones reported by Robinson and Hoppock,<sup>2</sup> provide the counselor with necessary insights into job success. Causes of job satisfaction are being investigated, rather than such symptoms as wages and conditions of work. The studies indicate that personal relations are more significant than company policies. Those who leave their jobs are usually less critical of supervisors than are those who do not leave. Those workers who produce less are more satisfied with their jobs. Counselors need, therefore, to be alert to factors responsible for job satisfaction in working out predictable job choices with their pupils.

### Occupational Orientation at the Elementary Level

Occupational orientation as a phase of the guidance program exemplifies the principle that guidance is a continuous process. Most of the formulized work will be done at the secondary level, but ele-

<sup>1</sup> G. Weigand, "Goal Aspiration and Academic Success," *Personnel and Guidance Journal*, 21:458-461, April, 1953.

<sup>2</sup> H. A. Robinson and R. Hoppock, "Job Satisfaction Research of 1951," *Occupations*, 30:594-598, May, 1952.



mentary school principals are in an excellent position to help pupils develop from fantasy vocational goals to realistic ones.

1. The four objectives of the Educational Policies Commission set forth in 1938 were intended for *all* levels of the school program. One of these four objectives was economic efficiency.

2. The work of Ginzberg, Super, and others on maturation and the role of the self-concept in vocational selection definitely involve the responsibility of elementary school workers. The contributions of Rogers, Raimey, and Lecky in the personality development of the individual indicate that the mature individual makes more effective decisions, because the environment in which he has lived has allowed him to accept himself. The roles which the child accepts for himself seem to be directly related to the vocational selections which he will make later.

3. Relating the knowledge of what people do in the community to occupations will stimulate an awareness of the child's position in the world of work. Visits to plants and institutions to see what people are doing at work and how they do it are beneficial experiences.

4. General education is the goal, not occupational selection. The sooner the pupil relates his school work to occupations, the sooner he will understand the part that school plays in his work life.

5. Community-life study should involve tours, as it does now, but visits should be planned that will relate people, skills, materials, plant organization, and management-worker groups to the food, clothing, shelter, and transportation which the pupils are studying in school.

6. Hobbies of an occupational significance can be encouraged, such as pets, gardening, modeling, and telling stories of people who do interesting things in their work.

7. Understanding the relationship between consumer and producer has been accomplished in the "school store." Encouraging the practice of spending one's own money for one's own necessities, buying bonds and insurance, promotes thrift and an appreciation of wages. Working out a comparative program with the parents is obviously necessary on this point. There is a significant semantic difference between wages and allowances.

8. Class projects have a vocational "twist" in a beneficial way. Arithmetic can be applied to computing payroll and production problems and in problems of buying. The relation of art and industrial de-

sign, the understanding of music in work stimulation and its effect on fatigue are areas in the creative arts as well as in vocations. Fiction and biography from the Kuder Book List <sup>3</sup> may be interesting reading experiences for children in the upper grades. Occupational trends have been generally ignored in history, while political and social trends have been stressed. Hoover was an engineer as well as a President of the United States. Franklin contributed a great deal to the industrial development of the country, and Hamilton did as much to fashion our economy as anyone in our history.

### Occupational Orientation at the Secondary Level

A review of current practices reveals that most secondary schools have units or courses in occupational orientation, but the grade level and content of these units vary somewhat. Some general conclusions may be drawn from the literature regarding the trends and current status of group and individual vocational guidance.

1. *Occupational orientation is a phase of the total educational program.* Programs to assist pupils to make realistic vocational selections are not ends in themselves, but they are means of enriching the curriculum. Projects to develop an understanding of oneself and information about jobs can be expected to contribute to curriculum planning primarily and vocational selection secondarily. Selection of a job will probably never take place in a semester course or a six-week unit, nor should one expect this. The pupil is in school, not on the job. Preparing him for a job can best be done by ensuring a successful experience as defined by educational objectives. A wide range of curricular offerings in which the pupil may explore some of his vocational interests and extracurricular experiences of a positive nature will enable the pupil to mature. Then he will be ready to make a realistic vocational selection at the right time. That time may be early in his life, or it may be later, depending upon many factors, one of which is certainly occupational information.

2. *Class projects in occupational orientation need to be supplemented by counseling.* Pupil readiness must be considered in this phase of the educational program. Because all students are not ready at the same time to think about vocational selection, group work is difficult. If point 1, above, has been observed, the pupil will understand how a study of

<sup>3</sup> Published by Science Research Associates, Inc., Chicago.

occupations is related to his total program and will be better motivated. A unit in the core course, social living, or orientation class at the ninth-grade level provides an excellent opportunity to integrate a study of occupations.

As the pupil progresses through school, the guidance counselor may use individual contacts to explore specific occupations with the pupil. Interpretation of test scores and a review of academic progress, social activities, home environment, and work experiences provide the counselor with many opportunities to discuss school planning and vocational objectives. The permanent record and self-analysis charts worked out in the occupations unit are tools which have meaning to the pupil in the hands of a skillful counselor.

3. *Activities of the teacher and counselor need to be integrated.* Vocational guidance was originally administered by the counselor. As units and courses in occupations became more popular, there was an obvious tendency to assign this work to classroom teachers. The writer's recent survey of practices in Los Angeles County revealed that teachers rather than counselors taught the occupations unit in practically all schools. The roles of the teacher and counselor need to be clearly defined. Sharing occupational materials, optimum timing of teaching and counseling, and training of teachers and counselors are problems that must be worked out through cooperative planning to ensure an effective program.

Teachers of all subjects can render effective vocational guidance, but they frequently have little understanding about vocational opportunities. Publishers of interest inventories show the relationship between interest profiles and related occupations.

Classroom teachers may use their knowledge of occupations to motivate subject-matter learning by showing what occupations require proficiency in the subject being studied.<sup>4</sup>

4. *Several factors influence the grade level in which the occupations unit should be offered.* If the unit is designed as a supplement to the educational program, it should be offered in the ninth or tenth grade. If the unit stresses job-getting techniques and the selection of a particular vocation, it should be offered in the senior year.

The maturational level of the pupils should be an important con-

<sup>4</sup>L. J. Schloerb, *School Subjects and Jobs*, Science Research Associates, Inc., Chicago, 1950.

sideration. It is well established that pupils vary greatly in their occupational maturity. A combination of controlled school and home experiences might reduce the variation between pupils, but more research is needed to determine an optimum grade level for disseminating occupational information.

Whether the program is a unit, a course, elective or required, may influence the grade level. Programs in the early grades are usually required, because the course to which the unit is assigned is generally required, such as social studies, English, or orientation. During the senior year, the unit may be in senior problems, often an elective. A full-semester course is usually an elective for terminal students, while the unit approach is frequently required.

Lowenstein and Hoppock<sup>5</sup> concluded from their studies that there was "a healthy tendency toward giving the occupations course in the upper terms." Froehlich<sup>6</sup> cautions, on the other hand, that the course cannot be taught in isolation from the total guidance program, and that it should be presented before pupils start withdrawing from school. The writer noted in Los Angeles County there was a tendency to offer the occupations unit twice, in the ninth and twelfth grades.

5. *The content of the occupations unit should be based on pupil need.* There are many excellent course outlines, workbooks, and textbooks available to teachers of the occupations unit. These sources stress projects designed to give the pupil an understanding of himself, the requirements and opportunities appropriate to the many occupations available, and techniques for getting and holding jobs. Less likely to be stressed are such factors as economic trends, principles of the American system of business enterprise, the purpose and programs of professional and business organizations and labor unions, status values of the various occupations, and the place of women in the American economy.

A survey of Los Angeles County revealed the following activities ranked in order of time devoted to each at both the lower and upper grade levels:

Community conditions and a knowledge of how many graduates remain in the community are factors influencing unit contents. Com-

<sup>5</sup> N. Lowenstein and R. Hoppock, "The Teaching of Occupations in 1952," *Personnel and Guidance Journal*, 31:441-444, April, 1953.

<sup>6</sup> C. P. Froehlich, *Guidance Services in Smaller Schools*, McGraw-Hill Book Company, Inc., New York, 1950, p. 106.



Hours in grades 9 and 10	Hours in grades 11 and 12	Activities
1	12.5	Library or reading time
2	1	Test administration
4.5	7	Orientation to world of work
4.5	2.5	Test interpretation
4.5	7	Student summary and evaluation
4.5	12.5	Oral reports
7	12.5	Classification of jobs
8	2.5	Personality factors in vocations
9	16	Committee and panel work
10	7	Self-analysis of family, education, etc.
12	4	Job-getting techniques
12	10	Educational guidance
12	7	Employment trends
14	7	On-job success techniques
15	16	Interviews by students on the job
16	19	Outside consultants
17	23	Place of women in home and industry
18	16	Legislative provisions
19	22	Tours
20.5	19	Labor and management organizations
20.5	19	Information about companies
22	21	Analysis of labor market
23.5	12.5	Military
23.5	24	Personnel relations and administrative organization

munity occupational surveys and follow-up studies are essential to effective planning here.

Regardless of the planned content of the unit, Froehlich<sup>7</sup> observes that the instructor is the most important factor. He feels that the teacher should have had work experience other than teaching, preferably a variety of experiences, and should also have the guidance point of view. The teacher also needs skills in working with pupils of varied interests and abilities, as well as ingenuity in helping pupils to develop self-insights.

<sup>7</sup> *Op. cit.*, p. 107.

6. *The use of advisory committee is encouraged.* Laymen, parents, and pupils are excellent sources to determine needs and to provide valuable assistance for the personnel staff in planning vocational guidance programs. A separate committee for each major project, such as community units and Career Day, is usually more satisfactory than a standing committee.

7. *Constant evaluations of the occupational orientation program need to be made.*

a. Does the number of program changes each semester reflect poor planning?

b. Do the registrations reflect the planning done in the occupations class?

c. What is the relationship between course grades and occupational planning?

d. Is the drop-out rate affected by vocation guidance?

e. What changes take place in student-opinion surveys?

f. Does the evidence of need in the upper grades indicate that the program in the lower grades has been effective?

### **Sources of Occupational Information**

After determining that the school program should include means of providing occupational information for its pupils, the administrator and his staff select materials. This responsibility is more difficult in vocational guidance than in most other phases of the educational program for several reasons:

1. Few, if any, textbooks are available.

2. The subject matter must include local as well as national data.

3. Job opportunities, qualifications of workers, training requirements, and wages are never static. Information and materials must be kept current.

4. Population changes, shifts in centers of industry, and new industries and trades are developments which must be considered when pupils are planning their careers.

The administrator of the guidance program and his staff must, therefore, continually evaluate the materials and means of disseminating occupational information. They must also appraise occupational materials available and consider the possibility of local community surveys of occupational opportunities.

Most of the literature in occupational orientation is on collecting, filing, and disseminating information. Vocational guidance could not be carried on effectively without a well-balanced supply of data about jobs and work opportunities. At the same time, the great emphasis on printed material may reflect an imbalance in the tools of vocational guidance. Any administrative decision to purchase materials should involve an evaluation of their use. A book or a pamphlet can never be a substitute for experience, enthusiasm, or insight into the problems of the counselees.

Materials can be classified into primary sources based on original research and secondary sources derived from the primary studies, the latter constituting a great majority of the material. The only primary research that can be carried on economically by local agencies is the community vocational survey.

### Evaluation of Printed Materials

There are certain criteria for appraising occupational information which have been established by Baer and Roeber.<sup>8</sup> They suggest that prospective purchasers note the following:

1. Sponsorship
2. Date the material was gathered
3. Methods used in collecting the data
4. Completeness of the study

The criteria which have been set up for evaluating occupational material generally ignore a very important factor, namely, readability. Brayfield and Reed<sup>9</sup> reviewed seventy-eight pieces of occupational information literature from twenty-four different sources, using the revised Flesch method of measuring readability and human interest. They found that two-thirds ranked as "very difficult," 32 per cent rated "difficult," and about the same per cent were "dull" and "mildly interesting." Fewer than 5 per cent reached the readability level of popular "digest" magazines.

<sup>8</sup> M. F. Baer and E. C. Roeber, *Occupational Information, Its Nature and Use*, Science Research Associates, Inc., Chicago, 1958.

<sup>9</sup> A. H. Brayfield and P. A. Reed, "How Readable Are Occupational Information Booklets?" *Journal of Applied Psychology*, 34:325, October, 1950.

In another review of the literature Brayfield and Mickelson<sup>10</sup> noted that most occupational material stressed white-collar and professional occupations to the exclusion of others in which a vast majority of the workers are engaged.

Another important approach to the appraisal of occupational information is the evaluation of concepts considered essential or nonessential. Ross<sup>11</sup> asked twelve carefully selected jurors to rate 720 concepts, extracted from twenty-four textbooks on occupational information. Only 28 concepts met the rigid test of essentiality, 659 were adjudged to be desirable, and 33 were considered to be ineffectual. Of the 28 essential concepts, 3 were in the area of general orientation to the world of work, 12 were in the area of methods of studying specific occupations, 12 were in the area of vocational values and attitudes, and 1 in the area of techniques of job finding. The first 7 essential concepts ranked equally were:

1. The education and training needed for the job and obtainability including the cost of such training and education.
2. The personal qualifications needed.
3. The work done and ways of entering the occupation.
4. Obtain a general view of the occupational world.
5. Study of one's self.
6. The fact that a high score on an aptitude or interest test does not guarantee that a student or worker will be successful; that vocational success depends on a multitude of factors, of which aptitude and interest are only two.
7. The fact that life is so complex that a person may be obliged to choose a vocation that represents a compromise among several considerations.

### **Occupations Library**

A library of occupational information, like other educational services, must be well planned. The extent of materials gathered will naturally depend on available resources, physical facilities, and qualified personnel to maintain the library. The cost of an occupations library is always a factor. A beginning can be made with seventy-five to one hundred dollars, and a five-dollar per month allowance.

<sup>10</sup> A. H. Brayfield and G. T. Mickelson, "Disparities in Occupational Information Coverage," *Occupations*, 29:506-508, 1951.

<sup>11</sup> M. J. Ross, "Significant Concepts of Occupational Information," *Occupations*, 30:323-326, February, 1952.



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- c. Splaver, Sarah: *Occupational Books, an Annotated Bibliography*, Biblio Press, Washington, 1952.

2. From the Superintendent of Documents, Washington

- a. *Dictionary of Occupational Titles*, vols. 1 and 2 and part 4.
- b. NVGA selective government subscription for one year, \$5 (best United States government publications in vocational guidance).
- c. *Occupational Outlook Handbook*.
- d. *Price Lists 31 and 33A* of guidance pamphlets, free.
- e. *Publications of the Bureau of Labor Statistics*, also regional issues, free.
- f. *Publications of the United States Employment Service*, free.

3. One or more indexes of free and inexpensive occupational and guidance information

- a. *Career Index*, Chronicle Guidance Press, Moravia, N.Y., monthly, September-May, \$6.
- b. *Counselor's Information Service*, B'nai B'rith Vocational Service Bureau, 1761 R Street, N.W., Washington, bimonthly, \$3.
- c. *Guidance Index*, Science Research Associates, Inc., Chicago, monthly, September-May, \$4.
- d. *Occupational Index*, Personnel Services, Inc., Peapack, N.J., quarterly, \$7.50.

4. One or more references to aid in educational planning

- a. Good, Carter: *A Guide to Colleges, Universities, and Professional Schools*, American Council on Education, Washington, 1945.
- b. Jones, Theodore F.: *Your Opportunity*, Annual Catalogue of Grants, Fellowships, Scholarships, Loan Funds, etc., Milton, Mass.
- c. Lovejoy, Clarence E.: *Lovejoy's College Guide*, Simon and Schuster, Inc., New York, 1953-1954.
- d. U.S. Office of Education: *Accredited Higher Institutions*, Superintendent of Documents, Washington, 1952.

5. One or more sets of vocational monographs (Books by Forrester and Splaver include publishers of monograph series.)

6. Free and inexpensive materials mailed on request by state employment service; state occupational and guidance services; state licensing agen-

cies; state rehabilitation service; local, county, state, and Federal civil service examination lists; local service clubs and chambers of commerce

#### 7. One filing plan

- a. *Bennett Occupations Filing Plan and Bibliography*, Sterling Powers Publishing Company, Terre Haute, Ind., 1951.
- b. *New York Plan*, Chronicle Guidance Press, Moravia, N. Y.
- c. *Occupations Filing Plan and Bibliography*, 1st ed. called *Michigan Plan*, Sterling Powers Publishing Company, Terre Haute, Ind.

### Establishing and Maintaining a Usable Filing System

Several authorities have described the mechanics of establishing a usable filing system.<sup>12, 13</sup> All agree that some systematic procedure for filing the material is imperative to avoid a pile of unsorted material. Two main systems are common today: (1) classification according to code numbers of the *Dictionary of Occupational Titles*, or some variation of it and (2) an alphabetical file by occupation with extensive cross references. There are good and bad points to each. The *DOT* coding is precise, accurate, and universal, but unless the job titles appear on the file or there is a copy of *DOT*, volume 2, available, the file is hard to use. The alphabetical system is arranged by occupation. The user is familiar with such indexes, and he has a specific job title in mind when he goes to the file. The disadvantages of the alphabetical file are inherent in our language. "Civil Engineering" may also be "Engineering-Civil." Cross references are, therefore, imperative.

Experience shows the alphabetical arrangement of materials is most useful for students. In spite of the difficulties involved in identifying certain occupations, most literature can be classified with a minimum of effort and a little imagination. Harness<sup>14</sup> has made several suggestions to assist the librarian in filing materials.

1. The principles governing choice of subject headings are the same whether you develop your own headings or adapt a published system to your needs.

2. A 3 × 5 card file should accompany the vertical file with only used headings appearing on the file. Each item in the card file will begin with the main heading, followed by annotation, cross-references leading away

<sup>12</sup> Robert B. Harness, "Mechanics of Occupational File Arrangement," *Journal of College Placement*, 12:41-48, March, 1952.

<sup>13</sup> Louis Long and Henrietta Worthington, "The Vocational Library," *Occupations*, 30:115-118, November, 1951.

<sup>14</sup> *Op. cit.*

from the category, and cross-references leading toward the category, to the extent these are needed.

3. Headings should be well-understood terms. Industrial Arts might be broken down into "Commercial Art" and "Crafts" and "Teaching-Industrial Arts." Adequate cross-references should be used.

4. Avoid fancy language. "Horologist" might be more accurate than "Clocks and Watches" but less understood.

5. "Clerical Work" should include filing, machine operation, and book-keeping.

6. Publications describing unrelated occupations should be filed under Occupations (General) and placed ahead of the A's.

7. Company literature describing several jobs performed could be placed under the company name rather than the "general" category.

8. Books containing descriptions of many occupations are best handled through the card file with a separate card for each occupation and followed by the bibliographical reference.

### **The Community Occupational Survey and Factors to Be Included**

The community survey of occupational opportunities provides local data lacking in most printed materials. The main purpose of the survey is to gather the data necessary to adjust the educational program to the community's occupational needs and employment opportunities. Such information will greatly benefit the instructional and guidance services of the local schools as well as improve public relations with the community.

Shartle<sup>15</sup> has stressed the importance of the occupational survey in this way:

Unless the community has an inventory of the industries and business establishments and the probable future needs for workers in the various categories of occupations, there is little that can be done in planning new business enterprise to absorb the skills of the unemployed. Also, there is limited authentic occupational advice that can be given present or future job seekers in the community.

1. Careful planning must precede the survey. The purpose and benefits must be thought through carefully. The conclusions will determine the extent of the survey. Aims which are vague, too general, too broad in scope, or borrowed from other surveys should be avoided. Time devoted to planning the project will be a good investment. Rep-

<sup>15</sup> C. L. Shartle, *Occupational Information, Its Development and Application*, Prentice-Hall, Inc., Englewood Cliffs, N.J., 1946.

representatives of the community at large should be invited to form a planning committee. The community will benefit as much from the survey as the schools and, therefore, should be actively involved in planning and executing it.

2. The committee and available resources will determine the extent of the survey. All of the occupations in the community can be covered, or a selected group may be used. If the committee has had no previous experience, it is recommended that one, or only a few, classifications be included in the first effort. In this way experience is gained, and the project may be set up on a three- or four-year basis. The area to be covered should include the natural labor market area, limited by transportation facilities and normal commuting distances. This is not always possible to do, especially in large metropolitan areas where it is difficult to determine the labor market area. In a community with several school districts constituting the market area, the school districts should engage in a joint project.

3. The time devoted to the survey will, of course, depend upon its extent and available personnel. Collecting the data takes less time than tabulating, interpreting, and reporting. Experience shows that a complete survey takes from six months to a year.

4. Organizing the survey is the most important phase. The school administrator should initiate the project and then appoint a director. The placement counselor would be a logical person to direct the operation. Several steps are suggested by the Bureau of Occupational Information and Guidance of the State of California.<sup>16</sup>

- a. Hold informal preliminary talks with key persons in the school and community on the need and feasibility of the survey.
- b. Secure official approval of the local board of education.
- c. Obtain the consent of one or more community agencies to serve as co-sponsors.
- d. Make a public announcement of these actions with a statement of the purpose of the survey.

e. Appoint a steering committee to serve as a policy-making and advisory body. Besides the school administrator himself, membership should include representatives of such groups as the chamber of commerce, management, labor, state employment service, local government, educational agencies,

<sup>16</sup> California State Department of Education, Bureau of Occupational Information and Guidance, *Guide to the Community Occupational Survey*, State Department of Education, Sacramento, 1948, p. 8.



farm organizations, service clubs, parent-teacher groups, women's clubs, newspapers, radio, students, and any other interested civic or social organization.

f. Appoint a survey director following the approval of the board of education and consulting with members of the steering committee.

g. Appoint, after consulting with the survey director, a number of individuals or committees to carry out prescribed survey assignments.

5. The problem of who will conduct the survey and make the contacts is of great importance. Adequately trained personnel with appropriate background, experience, and personality should be utilized in assigning survey duties. Mature students should be considered because of the experience to be gained and the contacts they can make. Students selected on the basis of their occupational interest and trained in the occupations class will make an excellent group of solicitors. Some believe that students will not be able to perform their duties adequately, but if the instructions are clear, the students are properly briefed, and the form is clear and concise, experience has shown that students are capable. If they are not used, volunteers and paid workers must be secured, and this complicates the project a great deal.

6. The advisory committee should agree upon the information to be gathered and the method of securing the data.

The items in the survey form will naturally reflect the purpose and extent of the project. If the results are primarily for school use, the items will stress types of positions, entry jobs and wages; next steps, and entry training requirements. Figure 24 is a suggestion for a survey designed for use in occupational orientation. As a follow-up, such items may be included as the number employed from the local school, and an evaluation of the school program as evidenced by local school employees. If the community also wishes to use the survey, additional items may be added. Sample forms may be secured from the state departments of education, chambers of commerce, Federal Office of Education, and various books on the subject.

Exact position titles and code numbers should be secured to facilitate tabulating the data and using the results. Some forms include position titles; then the number of employees for each position is all that is entered. However, all possible titles cannot be included, and, therefore, allowing the establishment to write in the titles will be more inclusive. Most firms use the *DOT* titles now, and this factor should not cause extra work for the one filling out the form. To ensure ac-

curate data, the form must not be so long that it is cumbersome and unwieldy, or too short. A pilot study will reveal many errors and should be conducted before the main survey begins. A form such as Figure 24 may be used.

7. A list of employers to be contacted should be prepared on 3 by 5 cards, on which can be recorded the name, address, telephone number, type of establishment, and person to contact. The card also serves as a means of entering progress information. The best sources of employers to contact are the files of the chamber of commerce, the local office of the state employment service, the city directory, and the classified telephone directory. The business representatives on the advisory committee can assist.

8. Assistance from community agencies and other sources can relieve the local school of much of the promotional work. Service clubs can acquaint their members and other business and professional people with the purpose of the survey. Contributions and volunteer speakers and helpers lighten the load of the school representatives. State and county school offices are prepared to offer consultant services in planning, interpreting, and reporting data.

9. Each returned questionnaire should be carefully checked for errors and omissions and checked off on the card file. Follow-ups of incomplete forms should be made by the original interviewer, the telephone usually serving to pick up needed data.

10. If the form has been designed for each tabulation, this phase of the work can be done quickly by hand recording on large sheets or by machine from punched cards. Titles and code numbers may be grouped in any way desired. DOT three-digit classifications are normally specific enough, and job families are adequate for school use. Specific recording instructions should be written out for all tabulators, a double check ensuring accuracy.

11. Reporting the data is the most critical phase of the survey. Again, the purpose of the survey will determine the extent to which the data will be broken down for analysis. Because tables are hard for the average person to read, charts, graphs, and maps can picture the results easily. Art students can assist here.

12. The recommendations from the study should come from the advisory committee and should be widely publicized. Recommendations should be practical, sound, and limited to available data. The

Figure 24. Community Occupational Survey

(Name of community or school)					
Name of establishment	Address		Type of business	Date	
Entry jobs available	Number	Entry wages	Preemployment training requirements	Next steps	No. present employees from school

Person supplying this information	Title	Name of interviewer
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school staff should study the results carefully in terms of the adequacy of the educational program. Any changes in the program will naturally be contingent upon the policies of the school and limited by the facilities and personnel available for carrying out recommendations. The educational program advisory committee would certainly want to evaluate the results carefully, as the primary purpose of the survey is to improve the school program.

### INFORMATION ABOUT EDUCATIONAL OPPORTUNITIES

Every student who leaves school as a graduate, or as a drop-out, should have the opportunity to find out about future educational and training possibilities. Our society has kept pace with the need for skilled workers in every field by providing excellent opportunities for anyone to improve his employable skills. Usually institutions and services are available within normal commuting distance, and the costs are within the range of anyone who wishes to improve himself. Unfortunately, too often this service is not known by the one who wants to use it. Administrators can render one of their most important services by having a complete file of training opportunities accessible at all times.

The file should include not only colleges and professional schools, but also trade and technical schools, correspondence schools, and industrial organizations with in-service and on-the-job training. One of the first projects to be performed by the guidance staff should be a compilation of a complete list of such training opportunities for each occupation. It would be well to file these references with the descriptions in the occupational file. Another set should be provided each counselor. The school opportunity file normally includes college catalogs, with little or no attention given to these other opportunities, which will be used by a majority of the high school population. The problem of further education should be explored by the counselor at every exit interview and postschool training interview.

There are many phases to educational planning. Pupils and parents are eager to know the answers to some of these questions:

1. What are the relative merits of private and public schools?
2. Should a college student join a fraternity or sorority? How much



will it cost? How does one get invited? Will fraternity life interfere with studying?

3. Should one work his way through school, even though he has saved enough money or his parents are able to help him through?

4. Is it better to drop out of school after high school, or go straight on?

5. What are the work opportunities around the school I have chosen?

6. Which school is best for the major study I wish to pursue?

7. How about getting married while still in school? Should the wife help her husband through school? Should the wife continue her education along with her husband?

### **Program of Articulation**

Articulation between the high school and schools which offer training in the next step must be worked out. Representatives of public and private schools are anxious to serve the incoming students. If there has been proper planning, these representatives can come to the school and talk with interested students with a minimum of time consumed. It is the responsibility of the student's present school to evaluate the training institutions before their representatives come on campus. A prearranged program to ensure factual information rather than promotion will be appreciated by all concerned.

Counselors are welcome to visit schools to which their students will go. Many of these schools have Counselor's Days, when questions can be asked about the educational program, living conditions, social opportunities, scholarships, and work opportunities. Entrance requirements are particularly important. Public relations are never improved when a student finds that he lacks some important admission requirement.

To assist the counselor in this phase of his work, it is recommended that a staff project be completed by using the educational-opportunity worksheet, Figure 25.

The information contained on this worksheet is usually required for every occupational choice made. The results from student opinion polls and individual counseling will indicate which occupational choices should be included. All of the sources of training cannot be entered, but those where most of the students have been going, as well as other

Figure 25. Educational-opportunity Worksheet

Pupil interest	Sources of training	Entrance requirements			Length of training	Placement service	Cost
		Age	Educational prerequisites	Physical condition			
Radio repair							
Teaching							

recommended schools, should be listed and be made available to the faculty.

In addition to the occupational interests it would be advisable to enter training opportunities for the handicapped and mentally retarded. A great deal of progress has been made in recent years in the training and rehabilitation of the handicapped, DiMichael<sup>17</sup> and others in the Federal and state departments pioneering in this area. Information about opportunities in this phase of vocational counseling is greatly needed.

### **Articulation between Elementary and High School**

The transition from elementary school to junior or senior high school is an anxious one, almost as traumatic as leaving the home environment for the first school experience. Pupils who know what is coming and what is expected can better cope with the situation than pupils who worry about the next step.

The receiving school should make every effort to give the new pupils an accurate idea as to what the school will be like, the program they will follow, and the teachers they will have. Talking with the pupils in the old environment is not as effective as taking them to the new school, giving them a chance to see what it will be like, and allowing them to talk with teachers and pupils.

Too often the younger children receive only the stories of those who have preceded them. These older children are naturally eager to give the impression that the advanced school is a "tough" experience. Younger children, unacquainted with the dynamics of human behavior, can only say, "Gee!" and wonder if they will be able to survive. An antidote for this condition needs to be provided by the new school. Sitting in on classes for a few periods and running through the schedule they will follow next term relieve a lot of anxiety and stimulate the pupils to look forward to the next step.

Bringing the parents in on the planning is also a very beneficial phase of the articulation program at this level. The parents often worry about their little boys and girls coming in contact with the "big kids" who will "teach them bad habits."

Counselors can smooth the transition by explaining some of the

<sup>17</sup> Salvatore DiMichael, "Vocational Rehabilitation for Mentally Retarded," *Personnel and Guidance Journal*, 31:428-432, April, 1953.

elements of growth related to this problem. A meeting with the parents during the articulation planning period, or letters to the parents, will reduce their anxiety, and hence better enable them to help their children. Older people forget their experiences of frustration when they made this big jump, and statements of "now you are a big boy" are not apt to be comforting to a child who is not so sure at this point that he wants to be a big boy.

## **DISSEMINATING INFORMATION ABOUT COMMUNITY OPPORTUNITIES**

### **Responsibility of the School**

In meeting the needs of youth the schools are limited to the cultural level of the community in which they operate. Leadership can be exerted in the community, but the efforts expended by educators can be effective only to the degree that other influences in society are consistent and complementary. Moral and spiritual values are limited to the same degree that the economic and vocational values of the community limit opportunities for individual growth and achievement. The various influences to which our youth are subjected in the community exert the same, if not a greater, influence than does that of the school. Usually those influences are harmonious with the objectives of education, but sometimes they are antagonistic. Whether those forces are positive or negative, educators must know of them and plan programs to complement or to compensate for them. If the pupils on their way home acquire literature and hear stories which militate against the principles of good ethical behavior which the school encourages, the school program is weakened, and, even worse, an inconsistent pattern of behavior is presented to young people which weakens the moral fiber of society.

The social opportunities and facilities in the community should be surveyed and kept current with a worksheet project, similar to the one suggested in Figure 26. All of the experiences of pupils, in and out of school, are the concern of the school, and pupil personnel workers in particular. Counseling with pupils involves a thorough familiarity with both the school program and the many programs sponsored by community agencies. The worksheet will help counselors and teachers keep informed on all church, drama, art, music, and other sponsored



Figure 26. Social-opportunity Worksheet

Pupil interest	Sources	Person to contact	Phone	Meeting time	Ages
Church Dramatics Art Music Sororities Fraternities Dancing Recreation Clubs Hobby Reading Modeling Other					

clubs and organizations operating in the community, as well as those clubs which are not sponsored. Pupils request such information, especially in the cities, and counselors frequently feel the need to suggest such activities. The completed worksheet will provide guidance workers with ready references.

It is necessary for the school not only to make these services available to pupils but also to assist in evaluating from time to time the contributions of community recreational and other facilities. A review of their accomplishments and claims to constructive social influence should be measured against the same standards as those demanded of the schools and churches. Activities that cannot meet those standards should be censored by the schools and lay groups interested in the welfare of young people.

### **Radio and Television as Educational Resources**

The media of radio and television have great educational value, as all have recognized. Many station-sponsored programs which disseminate educational information are available during and after school hours. Many schools mimeograph weekly programs with the assistance of network and station guides. Those programs with appropriate educational value are stressed and frequently assignments for school work are made. The teacher should know, however, which pupils have listening and viewing facilities at home.

Many parents and educators express some anxiety over the time children devote to radio and TV. The answers to the problems here will not come through negative criticism and inconsistent exhorting, but rather through common listening and viewing at home and in the school. Stations are eager to satisfy their audiences. The pioneers in these media who provide interesting materials for broadcasting will contribute the most to their effective use.

Several attempts have already been made by Columbia University and Stanford University to present programs of educational value on television. Station KNXT in Los Angeles has carried a University of Southern California credit course on Shakespeare. The same station has sponsored each Saturday afternoon a program in which the Los Angeles city and county schools have carried a message of education to thousands of viewers who could not otherwise know of the schools'

programs. Baer<sup>18</sup> believes that stations are interested in promoting vocational information if they are able to use films produced with the assistance of professional people.

The possibilities of teaching over television were tried in Baltimore during the strike of January, 1953, when the teachers taught their lessons on the local stations. The potential of TV has only been touched. The best in sports, political events, news of the world, "travel" in foreign lands, drama, and music are all available to the trained viewer.

Radio, TV, newspapers, movies, and "comics" are some of the many communication and recreational resources available to young people. If their use as learning media is to be as constructive outside of the classroom as it is in the classroom, teachers need to cooperate with parents and lay groups to ensure wholesome experiences for children and youth. Frank<sup>19</sup> has some valuable suggestions for teachers and parents in dealing with these media.

1. Recognize that comics, movies, TV, and radio are prevalent interests and common experiences—don't ignore them.

2. Know what the children are reading, seeing, and hearing.

3. Be familiar with some of the favorite programs, at least enough to discuss them with the children and help them grow in their ability to discriminate.

4. Direct children's attention to programs or movies that they might like to know about—not as "required listening," however, but for their fun and interest.

5. Introduce the children to an ever-widening range of interests.

6. Respect their rights and feelings—don't throw away their comics or shut off the radio or TV without their consent.

7. Help them budget their time for all necessary activities.

8. Make full use of the school radio and movie projector—or work toward getting these if there are none in your school.

### **Community Opportunities for Work Experience**

Work experience and employment depend upon community resources and cooperation. This subject has already been examined in another respect in this chapter and will be discussed in Chapter 12 on

<sup>18</sup> Max Baer, "Vocational Guidance on Television," *Occupations*, 29:599-602, 1951.

<sup>19</sup> Josette Frank, *Comics, Radio, Movies—and Children*, Public Affairs Committee, Inc., New York, pp. 30-32.

placement services. The emphasis here is on the creation of good work habits and the opportunity for exploratory vocational experience, which is increasing rapidly throughout the country. Cooperative education between colleges and industry has been in operation for twenty-five years, but recently educators have realized that work experience is also an educational experience. This phase of occupational orientation has taken several forms:

1. School-work and work-experience programs have been established. Any activity that relates school and work experience is referred to as a *school-work program*. Paid employment supervised on a job by the employer and the school employment coordinator is known as *work experience* for which credit is given, usually one unit for three hours of work per day. A course in employer-employee and vocational relations is required of the participant. This type of experience provides the participant with an excellent opportunity to explore his vocational interests in a very practical situation.

2. Advisory committees for curriculum planning, tours, and study of occupational trends and local vocational opportunities have proved very valuable in those districts which have brought together representatives of the school and the community industrial groups.

3. Career Days are the most common type of orientation conducted by community personnel. Most programs feature an assembly with an inspirational lecturer, followed by one or more discussion periods in which the pupils divide up on the basis of their interests to hear someone from the field discuss the special features of his occupation.

4. Workshops for teachers during the summer period have been operating in the Los Angeles city schools for over ten years. Colleges are sponsoring similar programs to give counselors an opportunity to perform various jobs and work under actual job conditions. Such experiences are designed to do in part what a wide vocational experience is supposed to contribute to the qualifications of a counselor.

5. Community agencies have been established to serve the adult needs in counseling. The Hartford, Connecticut, Social Adjustment Commission helps those adolescents who are having difficulty adjusting to jobs suitable to their abilities; in one year 210 were counseled in that phase of their adjustment.

6. Work-sampling projects, in which students spend a day or two



on the job of their choice, give a familiarity with working conditions not possible through reading.

These and many other projects are possible in any community with resourceful and cooperative laymen and educators. Any attempt to use the wide range of occupational experiences available in the community should be explored and brought into the guidance program. Businessmen and professional people are usually more than anxious to do their part in assisting young people with their occupational orientation.

### **Recreational Opportunities in the Community**

The schools and the community have probably cooperated more closely in providing recreational opportunities than in any other area. The recreation program is based on the belief that wholesome recreation develops the skills, appreciations, and human relationships which are such important factors in personal growth and good citizenship. The functions of activities adviser were discussed in Chapter 7. Generally, his duties are to supervise the activities program in the school and to coordinate recreational services with the community recreation commission. The social-opportunity worksheet will provide means for the counselors to record all community facilities which offer recreational experiences for all ages.

It is well for members of the school staff to serve on the recreation commission of the community. If such a provision is not in the city charter, an effort should be made to provide for it. Common practice has made the school responsible for providing the facilities and the city responsible for providing the personnel. Whatever the arrangement, it is imperative that children should have the facilities for supervised out-of-school recreation.

During a recent year in the city of Long Beach, California, a city of fewer than 250,000 persons, there were 4,799,363 units of recreation attendance (one period of attendance per person). One-half of this attendance was made up of adults. In addition to the above figure there were 2,282,318 school playground units of attendance, broken down as follows: school summer playgrounds—577,900; Thanksgiving vacation—5,476; Christmas vacation—35,724; spring vacation—37,293; and after-school playgrounds—1,625,925. These figures represent a most valuable investment in good citizenship, in which each person par-

ticipated an average of twenty-eight times in the recreation program.

Assistance in the recreation program may be obtained from the State Recreation Commission, as well as from the National Recreation Association. These organizations have been recognized as a social necessity in our modern culture. Their work and the results prove the great value recreation plays in good living.

Programs will naturally vary with the seasons and the conditions under which the program must operate. Camping and outdoor centers are available in some form in every community. Community nights for parents, children, and adults, drama, musicals, sports, and play-days may be scheduled in some form the year round. Handcrafts, sketch clubs, puppetry, and reading activities give those interested an opportunity to devote their time and talents to good use. Friday-nighters for the teen-agers provide wholesome dancing facilities so necessary for socializing. Rhythms and dancing for the young people are a social necessity.

In addition to the programs of the schools and recreation departments there are also the excellent programs of the YMCA and YWCA, Boy Scouts, Girl Scouts, service clubs, church activities, and other community clubs and organizations. In fact, there is no lack of groups interested in the recreational program. The only problem is to get those young people who need such activities directed to the proper sources. Here the school has a definite responsibility. The use of leisure time is increasing in importance as the time available for it increases. All institutions are aware of the importance of filling in the time that is not devoted to scheduled work and duty. The military services, industry, the school, and the home are all involved in this important aspect of our daily lives. The school would do well to sponsor a community survey over the radio, or in the press, in an effort to determine the needs and wishes of the community.

### **COMMUNITY COOPERATION IN MEETING THE MENTAL HEALTH NEEDS OF PUPILS**

Unfortunately this area of guidance work has been neglected. The literature on this subject as compared with information about occupational opportunities is relatively meager, probably because less is

known about the incidence of need and corrective measures. Students of the subject are concerned over the frequent appearance of maladjusted children in our schools, but this concern is not always shared by teachers and administrators. Until this need is recognized by more people in the schools and community, little will be done. The effect of personality dynamics on the behavior of individuals is not well understood. The introduction of mental hygiene courses in the training curriculum and the appearance of more community child-guidance clinics indicate a growing recognition of the problem as a community responsibility, but many more facilities are urgently needed.

Mature students have fewer problems of adjustment to their environment than do those with immature personality patterns. The source of those problems may come from the school, the home, and society in general. Immaturity is the result of inadequate training in coping with those situations. Whether the school, the home, or the rest of the community is responsible is of little importance to the individual. Whatever the cause, the student is handicapped in his learning, and society is deprived of the maximum service of an individual who has not had the opportunity to develop in a wholesome manner. The school and community resources are, therefore, as the agents of society, responsible to the individual for corrective action. Pupil maturity, rather than educational or vocational proficiency, is the goal of the school and community. The latter aspects become rewards, or results, of mature personality development.

As one examines the incidence of maladjustment in our young people, he must be impressed with the great need for corrective action. Just as a physically handicapped and malnourished pupil is a retarded learner, so is the emotionally immature and frustrated pupil handicapped in his growth process. Pupil personnel services have as their goal the growth and development of mature members of society. The attainment of this goal is a shared responsibility with other community agencies and the home; and as with other services discussed in this chapter, the school needs to provide leadership and direction.

Work in occupational and personal adjustment, recreation, health, attendance, welfare, and the course of study are responsibilities of the school. Courses like social living and senior problems are recent attempts in group guidance to satisfy some of the pupils' needs in the curricular phase of the educational program. All of the techniques

employed in individual counseling, records, testing, and the other aspects of the school program are designed so that all pupils will have received the best service in personal adjustment which can be rendered by the modern school.

The community, the home, and the school must combine their efforts and resources in a collective and cooperative attempt to ensure that each child and pupil receives the maximum opportunity for personal development. Thorpe<sup>20</sup> has described the activities and functions of the school in promoting mental hygiene principles in the home, community, and classroom.

### 1. The school and mental health

- a. In-service training of teachers
- b. Classroom atmosphere and sociometry
- c. Attitudes toward pupils
- d. Diagnosis of behavior disorders
- e. Discipline problems and suggestions on treating special cases
- f. The maladjusted teacher and teaching effectiveness

### 2. Subject matter and administrative aspects

- a. English—Self-expression, semantics, spontaneous play and speech, psychodrama, composition and creative writing, writing out feelings.
- b. Social Studies—Awareness of one's place in the world, development of insight and empathy for other people, attitudes toward law-enforcement officer, problems of prejudice.
- c. Science and Mathematics—Weighing and evaluating facts and opinions, keeping an open mind.
- d. Art—Significance of drawings with clinical implications, free drawing and expression.
- e. Music—Music therapy and the influence of music on human behavior.
- f. Physical education—Cooperation, competition, relaxation.
- g. Remedial programs for reading, speech, hearing and sight defects, and the psychological implications of these disorders.

### 3. The home and mental hygiene

- a. Parent-child study groups and clinics on the role of the home
- b. Parent-child relations
- c. Dynamics of rejection, domination, and over-protection

<sup>20</sup> L. P. Thorpe, *The Psychology of Mental Health*, The Ronald Press Company, New York, 1950, chapters 17 and 18.



- d. Parental projections on the child
- e. Sibling relations and rank order
- f. Home discipline

In addition to those things mentioned by Thorpe which the teacher and parent can do through the leadership of the school, the community is responsible for providing treatment facilities and a wholesome out-of-school environment for young people. School personnel and the PTA have joined forces in many communities to create clinics to assist in the readjustment of children. Community Chest funds have been used to finance these projects, with assistance from state and Federal mental hygiene appropriations, but few communities have any governmental agency responsible for carrying out community mental health services.

## PROJECTS

1. What activities in which the pupils of your school participate are jointly sponsored by the school and the city government? The school and private agencies?
2. What is the distribution of workers in your community in each of the main *DOT* classifications?
3. What is the estimated number of pupils who dropped out of your school last year? What were the main reasons?
4. What types of clubs were sponsored by your school when you were a student? How did they compare with the clubs in your school today?
5. What activities are sponsored by the service clubs in your community? The chamber of commerce? The churches? The YMCA?
6. List the schools available in your area which are accredited for the following types of training:

Radio and television repair  
Public administration  
Dental technician  
Embaling

7. What are the educational prerequisites for admission in your state university for liberal arts? Premedical? Agriculture?
8. What academic courses would you recommend if a pupil wanted to be classified as a yeoman in the Navy? An instrument repairman in the Air Force? A medical technician in the Navy?
9. Visit a business establishment in your community and obtain the titles of five entry jobs. What other jobs in the firm require the same type of

work? To what other jobs may a person be promoted from those entry jobs?

10. How would you file the following occupational materials in your library: electronics engineer, teaching in foreign countries, secretary, machinist trades at General Motors, and medical librarian?
11. Explain the meaning of the sentence on page 225 of this chapter which says that "Pupil maturity, rather than educational or vocational proficiency," is the goal of the school and community.

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## CHAPTER II

# Establishing and Administering the Counseling Services

### COUNSELING AND THE ADMINISTRATION

Counseling services are an integral part of the school guidance program. The chief purpose of these services is to provide adjustment needs for all pupils and to improve instruction. This chapter is concerned with the establishment of administration of the counseling program as a primary responsibility of the principal, either at the elementary or secondary level.

#### The Principal's Position of Leadership and Responsibility

The responsibility of the principal is to provide an adequate program to meet the needs, interests, and abilities of all pupils, recognizing the wide spread of individual differences. With these purposes defined, the principal must assume leadership in planning this program so that each pupil can make his optimum development and contribution to society. To achieve this, guidance services must be provided to meet the challenges brought about in the educational program of the gifted, retarded, maladjusted, and the so-called average pupil.

James L. McKay<sup>1</sup> has summarized the place of the principal and guidance services in the schools in the following way:

<sup>1</sup> James L. McKay, "The Principal and the Counselor," *Bulletin of the National Association of Secondary-school Principals*, 37:44-51, March, 1953.



The authoritarian or democratic atmosphere involving all interpersonal relationships—pupils, teachers, administrators—is an important factor in determining the place of the guidance program. The principal is the key man. He can develop an adequate guidance program and improve the mental health of his pupils and faculty.

In assuring the success of a properly planned program the principal must first lay a sound groundwork by (1) selecting the best-trained and best-fitted personnel available to fill the various positions; (2) establishing a workable plan of in-service training, designed to bring about understanding and acceptance of a school-wide guidance program; (3) providing for necessary facilities, equipment, and supplies; and (4) scheduling the school program to provide adequate time for both personnel and pupils to carry on guidance and counseling activities. Having established these basic conditions the principal should:

1. Assume responsibility for developing a mutual understanding and a cooperative relationship between the counselors and other faculty in dealing with individual pupils.
2. Provide continuous in-service training to interpret and bring about acceptance of the school-wide guidance program.
3. Provide proper physical facilities for the program, as described in detail in Chapter 13.
4. Provide supplies and equipment required to fulfill the program.
5. Provide the time necessary (*a*) for counselors to perform their varied guidance duties during the school day; (*b*) for pupils to have individual and group counseling; and (*c*) for participation in the improvement of instruction.
6. Make all records and guidance data readily accessible to teachers and counselors.
7. Maintain a desirable counselor-pupil ratio.
8. Provide for flexibility in (*a*) the curriculum to meet individual needs effectively as determined through the counseling program and (*b*) the school schedule to provide opportunity for such activities as experience.
9. Aid and authorize the counselors to make out-of-school contacts with community resources and agencies.
10. Plan for the counseling services to include assistance from community resources, job-placement agencies, follow-up services, and the maximum use of data in the instructional program.

11. Plan for evaluation of the guidance program in terms of its effectiveness in adjustment of pupils to the instructional program, to their social group, and to their life goals.

### **The Counselor's Position and Responsibility**

The position of the counselor is that of a staff member assigned the duties and activities involved in the guidance program under the direction of the principal. The principal is primarily responsible for the planning and the administering of the guidance services for his school. The superintendent has final responsibility for the counseling program in his district. The counselor provides the coordinator type of leadership. He acts in an advisory capacity to the principal concerning the many technical aspects and administrative details which arise in the ongoing program.

The principal relies on the counselor for the collection, organization, and presentation of counseling data. The faculty, the students, and the community rely on the counselor for leadership in student adjustment and data that leads to the improved instruction.

At the elementary school level the position and the responsibility of the counselor are staff functions. The principal of the elementary school must determine the plan for the guidance program in terms of the size and enrollment of the school; this plan may call for a part-time or full-time counselor assignment. The smaller school may have to rely upon the part-time assignment of one of the faculty members to fulfill the duties of the counselor. In very small schools the principal assumes these duties, and the classroom teachers assist in the testing and counseling under the direct supervision of the principal.

In the district having several schools the building guidance services are handled by a guidance specialist who is assigned from the district office to assist in giving special tests and advising the principal as well as providing in-service training. The larger elementary school district which requires the full-time services of a counselor would have the principal organize and administer the guidance program, with the counselor providing coordinator-type leadership. In any case the principal should recommend to the superintendent the selection of qualified personnel, the over-all planning, and the continuous improvement of an effective guidance program.

At the secondary school level the principal is likewise responsible for the guidance program. The principal of the smaller school, like his small elementary school counterpart, often fulfills the role of the counselor, with assistance from specialists in the guidance field assigned from the central office or the county superintendent's staff. Sometimes, a qualified faculty member within the school is assigned to perform these duties as a part-time counselor.

In the larger secondary school the principal is responsible for proper coordination of counseling services. When more than one person is assigned to the program, the principal establishes a more complex plan with a head counselor, grade counselors and, in some cases, the home-room or guidance-room teachers. The guidance room is used as an effective counseling plan, in that one teacher knows the pupil throughout his school career.

The principal must be concerned with the personal and professional qualifications of those selected to counsel. The counselor must possess personal as well as professional qualifications; he must have a warm, accepting personality which will enable him to establish proper rapport with pupils, faculty, parents, and community representatives. He should have insight into the techniques and goals of the counseling and guidance program. He should have leadership qualifications to implement the program effectively under the direction of the principal. His professional qualifications should include adequate training and good experience. The success of the counseling program is directly related to the choice by the principal and superintendent of competent counselors.

To the pupils, the successful counselor represents a trusted confidant, having no disciplinary authority, who cannot perform miracles, but can help pupils discover some measure of success, some way out of most difficulties; some one who is willing to help or to find someone who can help regardless of the problem.

The services provided by the counselor in a school are intended for all persons served by the school. Most of the counselor's time is spent in working with individuals who fall within the normal range as far as emotional adjustment is concerned but he is expected to be able to recognize those individuals who display symptoms of serious deviation from normal adjustment, primarily to refer them to persons who are prepared to work with such cases. He is not expected to make a specific diagnosis or to undertake

any type of formal treatment, although he may be expected to work with and under the direction of a trained therapist in certain situations.<sup>2</sup>

The level of the school will be one of the more important factors in determining the functions and activities undertaken by the school counselor.

Since every pupil needs the assistance of a counselor as a part of his regular program, the demands of the pupils who freely come with problems may consume too much of the counselor's time. The principal should plan carefully to secure a balance between periodic scheduled interviews for every pupil and an open door policy for those with immediate problems. To plan and organize the guidance program most effectively, the principal, with the assistance of the counselor, should make the counselor's job analysis, and he should then allocate adequate time to fulfill the counselor's functions.

Among the duties and activities of the counselor are:

1. Individual counseling
2. Group counseling
3. Testing
4. Admission and programming of pupils
5. Orientation of new pupils
6. Advising of pupils in respect to:
  - a. Requirements of specific curricula
  - b. Choice of electives
  - c. Program adjustment
  - d. Vocational planning and training
  - e. Higher educational opportunities
  - f. Military service
  - g. Personal-social adjustment
  - h. Financial problems
  - i. Employment, part and full time
  - j. Extracurricular participation
  - k. Scholastic standing
7. Evaluation of credits for graduation and entrance into schools of higher education

<sup>2</sup> Donald E. Kitch and William H. McCreary, "The School Counselor: His Work and Training," *Bulletin of the California State Department of Education*, vol. 20, no. 7, July, 1951.



8. Conferences with teachers and other personnel regarding the problems of groups and individual pupils
9. Collection of data regarding indicated and desirable changes in educational procedures
10. At the request of the principal, preparing references and school-record evaluations of pupils who are presently enrolled or who have left school
11. Collection and dissemination of information on student loans and scholarships
12. Collection of data and counseling pupils for remedial and preventive services with reference to:
  - a. Study skills
  - b. Reading skills
  - c. Speech correction
  - d. Scholastic achievement
13. Collection of data and counseling gifted pupils with reference to:
  - a. Special classes with an enriched curriculum
  - b. Curricula leading to higher education
  - c. Optimum scholastic achievement
14. Maintenance of alumni relations
15. Parental and community representative relationships
16. Record and clerical work not assignable to clerical staff
17. Organizing and supervising case studies and case conferences
18. Conferences with teachers concerning pupils' scholastic success and behavioral patterns
19. Organizing and supervising in-service training concerning counseling and guidance
20. Referring pupils to other school agencies, community agencies and resources, and specialists
21. Maintaining continuous evaluation of the counseling program and acting under the direction of the principal to bring about changes and improvement

## COUNSELING AND THE TEACHER

Assistant counselors, grade counselors, home-room or guidance-room teachers, and classroom teachers are the main guidance workers who

perform counseling services. The assistant counselor usually teaches, but allots part of the school day to assigned counseling duties in the counselor's office. With the head counselor, the assistant counselors form a staff organization to stimulate and direct the guidance program.

The assistant counselor is sometimes a grade counselor. Such part-time counselors are assigned a group of pupils; a variety of plans as to the grouping of pupils has been tried as follows:

1. Each counselor may be assigned a class and remains with it through graduation. This provides continuity of counselor-pupil relationship and permits the counselor to become better acquainted with the problems of the individuals as they progress through each grade level.

2. Each counselor may be assigned a specific grade, each semester or each year assuming the counseling responsibilities for a new group of pupils within the grade level. This has the disadvantage that the counselor hardly develops rapport with his group of pupils before being assigned a new one.

3. Special interests or courses of the pupils may be used to determine the assignment of the counselor; this type of grouping would be mainly based upon courses of study, i.e., a counselor for college preparatory students, business education students, industrial arts, and others.

In schools having the home-room or guidance-room organization, the grade counselor coordinates the counseling and guidance program with the home-room or guidance-room teacher who has daily contact and close rapport with the pupils of that grade level. This organizational type should be carefully considered by the principal in his planning of the over-all program in that it furnishes an excellent basis for group counseling. In this regard the principal should provide both time and direction to the program, and periodically schedule meetings of home-room or guidance-room teachers with the grade counselors to plan and implement the objectives and methods of the ongoing program.

Group counseling should be provided for by the principal by extended time in home-room periods to cover such materials as socio-group relationships, programming, orientation, class activities, and other subjects of vital importance to the school program.

The principal, planning with the counselors, should provide in-service training. He should prepare bulletins to improve counseling and present information at faculty meetings to ensure the success of the pro-

gram at the home-room or guidance-teacher level. Oftentimes, this organization provides the most efficient means for program making, in that each home-room teacher has firsthand contact with the pupil for counseling. The close relationship of the home-room teachers with the grade counselor ensures accuracy, since the grade counselor directly supervises and assists the home-room teachers of that grade level.

In planning the guidance program the principal should rely heavily upon the classroom teacher, since multiple occasions arise within the classroom for counseling and guidance. In effective in-service training, presentation of counseling and guidance materials at faculty meetings, teacher-counselor conferences, and carefully prepared bulletins should aid the classroom teacher in the counseling program. The teacher counsels within the classroom and informally when contacted by pupils.

Commencing with the principal and continuing through the counseling staff and the teachers, counseling is everybody's task. The opportunity to counsel might arise at any time of contact with a pupil and prove as effective as one made during a formal appointment. The leadership of the principal in building a counseling service must be predicated upon the point of view that the teachers and counseling staff are capable of achieving the objectives of a guidance program based upon face-to-face relationships with pupils.

## **COUNSELING AND THE PUPIL**

Counseling as a part of the educational program aids pupil insights in personal, school, and vocational problems. In his organizational planning the principal aims at the solution of these problems through the counseling and guidance program. The program must contain specific planning that provides for all pupils, the so-called average, the retarded, and the gifted.

### **Counseling for the Retarded Pupil**

The principal should be sure that provisions for guidance, including testing, counseling, and other necessary services, are included for the retarded pupil. Too often, if not planned well, the emphasis is on the large group of pupils who seem to get along without too much difficulty, and the pupil who has difficulty because of less ability or problems which interfere with his studies is left to shift for himself. The

principal should have established methods for early identification of the retarded, for testing and remedial classes, and for periodic follow-up conferences.

When the school determines that its services are not adequate to meet the needs of this type of pupil, the principal should have provisions for referral to outside agencies which have special facilities and personnel to aid the referent.

### **Counseling for the Gifted Pupil**

As in the case of the retarded pupil, early identification of the gifted child, one with special abilities and aptitudes, is strongly recommended. In providing early identification the faculty can plan better to meet the needs of the pupil through enriched curricula, stimulation to maximum scholastic achievement, and assistance in planning for continuing education.

The gifted pupil may give less trouble and is quite often neglected. Increased attention, however, is being focused upon this type of pupil. The counseling service should aid him to understand himself and his abilities as well as to make a normal adjustment in his peer group. The principal should provide counselor-pupil conferences with follow-up studies to ensure optimum achievement and adjustment.

### **Counseling through Interviews**

The principal should provide for the gathering of information as a part of the guidance services program, as described in Chapter 9, so that individual conferences will be meaningful and effective. The minimum number of individual conferences should include:

1. An initial interview upon entrance into the school
2. Programming interviews before each change of class schedule
3. An evaluation conference, preferably with the parent present, after the first semester in school.
4. A final evaluation conference, again with the parent present if possible, before completion of graduation

In addition to these regularly scheduled conferences, provisions should be made for interviews upon the request of the pupil, upon referral by members of the faculty, or upon the request of parents. There are certain advantages in using forms requesting an interview



that can be returned with the time for the conference indicated upon them. It is very important if the counselor is unable to keep an appointment that a new appointment be made without requiring the second request from the pupil. Appointments should be broken only as a last resort or unavoidable emergency.

In preparing for all interviews the counselor should review all the pertinent information available. The technique used in counseling will vary and be affected by conditions peculiar to the pupil, his needs, and the counseling situation.

As a guide to administrative planning for conferences it is well to know the types of problems pupils want and do not want to discuss. Recently, several hundred high school students were asked to write two or three questions that students of their age would not hesitate to discuss with a school counselor, and those they would hesitate to mention. The results are summarized below.

Problems that most students would not hesitate to discuss with a school counselor were:

1. Choice of course and subjects
2. Credit rating and how to make up credits
3. Change of program
4. Adjustment to the school situation
5. Schoolwork and plans for the future
6. Vocational choices
7. Job placement in summer or after school hours
8. School conduct, if good
9. Choice of college
10. Scholarships
11. Getting a job

Problems that most students would not want to take to the counselor for discussion were:

1. Home and environmental problems
2. Personal problems of peer loyalty, dating, smoking, and drinking
3. Marriage
4. Conduct record, if poor
5. Social life
6. Trouble with the law

7. Quitting school
8. Conflict with the teacher

Counselors will encounter additional problems that include:

1. Personal assets, liabilities, and opportunities
2. Personal objectives and the effective launching of immediate plans
3. Recognition of symptoms that may lead to dropping out of school
4. Problems requiring referral to outside agencies
5. Scholastic achievement
6. Emotional upset
7. Learning problems

The interview problem is seldom packaged in one neat bundle, but often the interviewer will have several problems arise at one conference.

### **Counseling through Group Programs**

As peer loyalty is so strong in the adolescent, the individual approach can be supplemented at the junior or senior high level. The group method may not be substituted for the individual approach, but it is an essential complementary service to individual counseling. It offers economy in handling numbers, opportunity for influencing individual members through group approval or disapproval, and a chance to change group attitudes rather than demand peer disloyalty. Opportunity for observation and identification of individuals needing special assistance is possible through the group conference.

If advantage is taken of the dynamics of group interaction and the effect of group sanctions, group programs can be designed to assist the student in making vocational, educational, and personal-social adjustment. These group programs may vary from large instructional programs of general interest to small therapy groups with a specialized problem. In consideration of these facts the principal should establish a program that would include group counseling, such as the daily program in the home-room, the special occasion by class-level, homogeneous club, or interest group.

### **IMPORTANT FACTORS FOR ORIENTATION OF PUPILS**

The counseling program concerned with the orientation of pupils should include plans for (1) continuity from one school level to

another, (2) establishing the pupil in school, and (3) establishing the pupil in the selected course.

### **Counseling for Continuity from One School Level to Another**

Pupils too often pass from one school level to another without knowledge or information of the new situation; this is one of the problems of articulation between elementary and secondary levels and between secondary schools and colleges. Careful planning by the principals and the counselors of both levels concerned can easily solve this problem. Both staffs should become well acquainted with both programs through in-service training and visitation. The counselor of the receiving school should have a planned schedule of interviews and group meetings to interpret the new school's program, schedules, room locations, extracurricular activities, student government, special features, and other important aspects. All efforts should be expended to bridge the gap so that the incoming pupil will adjust with ease.

### **Establishing the Pupil in School**

The guidance program is functioning well if the new pupil can be introduced smoothly and quickly into the school program. Careful planning by the principal and the counselor should establish methods of orienting two types of pupils: (1) those who are established in the community and are entering the school at the lowest grade and (2) those who are new to the community and to the school.

At the elementary level the new pupils are in need of emotional and social guidance, having their first experience away from home. The principal should organize a plan of welcoming new pupils, of quickly acquainting them with the school facilities and staff members, and of developing a sense of belonging. This generally requires the use of older pupils as guides. The principal and the classroom teacher should begin immediately to establish a warm relationship with the parents, so that communications and interpretations for adjustment to the new school situation will result quickly.

Secondary level counselors should make contact with pupils at the elementary level before the end of the term, counseling and interpreting the program of the secondary school as previously described in this chapter. A tour of the new plant is essential at an early date, and an introduction to and welcome by key students and faculty members

ensure against feelings of strangeness. The principal should have a handbook prepared for each new pupil, and the study and interpretation of the handbook should be assigned as a portion of a given course to aid this part of the orientation.

The school program and schedule should be presented and interpreted in special group-counseling activities such as the home room or guidance room. A parent-visitation night enables the principal, counselor, and teaching staff to interpret the school program, schedule, and other aspects to parents who then may share in assisting the new pupil to adjust to the new school situation.

### **Establishing the Pupil in the Selected Course**

For the pupil entering the secondary school, the determination of course and major in view of future vocational plans is of utmost importance. No school can give direct vocational training for even a small part of the thousands of jobs cataloged in such volumes as the *Dictionary of Occupational Titles*. Most vocations cannot be entered at the level on which the pupil seeks to make his lifetime work. Here the guidance workers must plan with the pupil to select courses which will provide the fundamental skills, facts, and abilities that will contribute most to his future vocation.

At the orientation meeting with pupils who are soon to enter high school, the various major fields of work and the type of training that the school can provide for each occupation should be explained with slides, charts, or cartoons. The meaning of course and major and the importance of a wise choice in the light of interests, aptitudes, and abilities are to be stressed. A letter summarizing these same points should be taken home by the pupils for perusal and study by the parents. The tear-off portion of the letter indicating the choice of courses and major should be signed by both the parents and the pupil and returned. This should be the basis for the interview between the counselor and the pupil to set up the pupil's program establishing him in his selected course.

As a follow-up, to determine that the pupil has made the best choice in terms of his abilities and interests, both the pupil and the parents should be invited for a conference with the counselor. At this conference the results of achievement tests, subject grades, and general school records are reviewed in order to reevaluate and confirm or change the



vocational objectives the pupil has selected. This first evaluation conference should be held at the close of the first year when there is time to make changes without endangering graduation. Yet the pupil would have been in school long enough to evaluate his school work objectively.

At the beginning of the twelfth grade another evaluation conference is very important. At this interview the steps to be taken following graduation are to be carefully considered. Is more training, college education, apprenticeship, or an entrance job to be planned after graduation? Recommended reading, further investigation of requirements and opportunities in the chosen field, and, perhaps, specialized tests would be suggested as a result of this conference. The remainder of the senior year can be used in planning and preparing. There is time for a more complete investigation of the vocational field, for reading about related occupations, for applying for scholarships and securing applications, and for personal interviews in the chosen field.

The administration should provide the necessary time, information material, and opportunity for these independent investigations. This could be incorporated as a part of the subject matter of a course such as senior problems, or released time could be provided in the schedule of each graduating senior.

## PROJECTS

1. Discuss the educational philosophy behind the guidance program with a head counselor. List the major points on which his program is based.
2. You have been selected as head counselor of a large junior high school. Outline the program you would recommend to the principal.
3. Outline a plan of establishing and administering counseling services in a senior high school with 1,500 students. How many part-time counselors would you employ to do the job? What part would home-room period play in the guidance program?
4. Describe a testing program you would set up if you were an elementary school principal with an enrollment of 750, K-8. Support your reasons.
5. What administrative provisions would you establish in supervision and evaluation of the guidance program?
6. Describe an administrative plan of collecting and disseminating information on students who need the help of the counselor.
7. Present a workable plan of utilizing the teaching staff in the over-all counseling program.

8. What special provisions, administratively speaking, would you set up in meeting the needs of the atypical pupil?

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## CHAPTER 12

# Placement and Follow-up Services

The placement and follow-up services deal with the end product of the educational process. Our schools are evaluated on the basis of their products. There is some controversy about the criteria used, but there is no question about society's right to evaluate.

Most schools provide follow-up services in which some contact, formal or informal, is made with former pupils. Formal follow-up studies are initiated and conducted by the school in accordance with planned objectives. Informal follow-up studies are initiated by former pupils, employers, or current school officials who offer unsolicited evaluations.

Schools need to give serious attention to both placement and follow-up services. If educators are to assume the responsibility for helping young people to live appropriately and to prepare them for an adequate adult life, some responsibility should be taken for the placement of graduates and consultation with former students to determine the values of their training.

### THE ROLE OF PLACEMENT SERVICES IN THE SCHOOL PROGRAM

#### Placement Services—A Responsibility of the School

Placement services which make an effort to help pupils secure employment while in school and former pupils after they leave school are a responsibility which many secondary schools accept today. However, some schools do not accept responsibility for any of the following reasons:



1. The school's responsibility ceases when the pupil leaves school for the day, or permanently.
2. Placement services are recognized as a responsibility of the school, but they are not needed in the community, or they are too expensive.
3. Pupils are expected to continue their education as a next step, and educational counseling is provided for them. Those who do not continue formal education are not the responsibility of the school.
4. Placement services may be offered on an informal, or unorganized, basis.

It is not the purpose of this chapter to defend placement services, but rather to present some of the problems and methods of organizing and administering such services if the administrative policies of the school include such a program. The trend toward expansion of the educational program which has included many phases of special services has within recent years included a division of placement and follow-up. The philosophy of education as reflected in the policies and program of the school will determine the extent to which the school assumes responsibility for employment placement.

One problem to consider in all educational planning is to determine the optimum program for various age groups of the school population. A related problem is determining the age range to be included in the educational program. Studies in child growth and development reveal the needs of pupils at the various levels of the growth cycle. Several "critical ages" have been defined, namely, the beginning of school, or the primary level; the adolescent period, or the junior high school level; and the end of formal education, usually at the high school level. The one critical age which involves placement services is the last, or that period between fifteen and eighteen years of age when the pupil is trying to adjust to new situations.

1. He is about to become an adult, a responsible member of society.
2. Culturally, his days of preparation are ending. Public or private preparatory school days are about over.
3. Society is beginning to expect him to "get out on his own." This realization may be frightening, challenging, or stimulating.
4. He is generally too young for full-time employment, and he is beginning to be too old for school.
5. If he is going to continue his education beyond this age, he must justify it for reasons other than those used up to this age.

### Placement Services for All Pupils

Most schools assist high school pupils with their college plans. Some expand their definition of education to include work experience during high school and after. Education on the job or after high school is usually called *training* by the employer. The distinction between education and training, college and work, reflects the difference in philosophy, and therefore the program, of the elementary and, especially, the secondary schools. Placement services in the secondary school are generally concerned with (1) those pupils who do not continue their education in college, (2) those who withdraw from school before they graduate, or (3) those who work while going to school. If the school policy provides for any services, they should be available to all pupils although they may not be needed by all.

Each administrator should evaluate conditions in his community. As the number of high school withdrawals, terminations, and part-time workers increases, the need for placement service increases. Approximately 60 per cent of the high school pupils in the United States will not continue their formal education. Many school pupils are working part time after school, on Saturdays, and during vacations. "Controlled" placement for these pupils, and in some cases supervision, is desirable to prevent injury and the undoing of good habits and attitudes. Such placement activity helps increase the chances that the work will be an educational experience.

### Functions of Placement Services

Placement functions of the pupil personnel service were identified and segregated in the organization chart on page 126. Personnel services are not complete unless the school provides for administering to the employment needs of pupils either through special placement personnel or by integration of placement activity among the duties of other personnel. In either case it is essential that someone in the school consider the four following functions.

**Determining needs as revealed by drop-out and follow-up studies.** An examination of the population trends in secondary schools reveals that pupils begin to drop out in large numbers as soon as their age permits them to leave school. How realistic are their decisions to drop out? What can the school do to provide an adequate program to prevent

drop-outs? These are questions which a placement program may help to answer. But finding meaningful answers will, of course, require an evaluation of the whole school program. Many significant data will be revealed by examining drop-out and follow-up studies conducted by the placement personnel in the course of the work of meeting employment needs of pupils.

**Counseling of former pupils.** Frequently those pupils who have dropped out will return to the school for placement. The placement personnel are in an excellent position to evaluate the person's employment experience and to assist him in working out an educational program, either full time or part time, which will add to his employable skills.

**Curriculum planning.** Placement people are always in touch with the demands of the field which they try to serve. They bring back to their schools many helpful suggestions. In what respects have graduates or drop-outs succeeded or failed? Such information, if put in usable form, can be of considerable assistance to the curriculum planners.

**Occupational information.** Young people get much advice on jobs. It comes from their parents, relatives, counselors, teachers, friends, and neighbors. Some of that advice is good; a lot of it is poor. Problems peculiar to jobs may be effectively assigned to the placement personnel as a direct or coordinated responsibility. They can contribute much information to the teacher of the occupations unit on job-getting techniques, trends in occupations, and sources of speakers on specific careers, in addition to talking with pupils individually about jobs.

## EMPLOYMENT POLICIES

A policy relating to the employment of youth under eighteen years of age has been recognized as a prime necessity by all workers in this field. Such an operating policy has been well formulated by the former Secretary of Labor, with the aid of the Advisory Committee on Young Workers to the Bureau of Labor Standards.<sup>1</sup>

To conserve, build and wisely use the capacities of youth for their best development and their long-range contribution to the nation's strength, it is recommended that employers, placement workers, schools, parents, unions, government, and community groups adopt practices that will:

<sup>1</sup> Defense Manpower Administration, "National Policy on Employment of School-age Youth," U.S. Department of Labor, Washington, 1952.

1. Encourage boys and girls to get the best education they can, and at least to complete high school.
2. Encourage schools to adjust their curricula and services to meet more adequately the needs of young people.
3. Help young people take advantage of vocational guidance services, of training opportunities, and of placement services that can help them find jobs suited to their interests and vocational and physical capacities.
4. Help young men make use of opportunities in military services that will advance their long-range vocational objectives.
5. See that young men at or near draft age are given full opportunity for employment until called into military service.
6. Arrange, under careful supervision, suitable part-time and vacation jobs that will provide constructive experiences while allowing time and energy for education, recreation, and personal development.
7. Continuously observe and support full maintenance of enforcement of child-labor and school-attendance laws.
8. Assure good working conditions for employed youth under eighteen by: Providing a safe and healthful place to work; seeing that young workers are treated with understanding and respect; giving good supervision, training, and a chance to develop on the job; giving them full protection of labor and social security laws; arranging hours of work to be not more than eight a day nor forty a week, and, on days when the young worker is attending school, not more than three or, at least, four hours of work (part-time work limit to depend on age, legal child-labor standards, school hours, duration of job, and the individual young person's strength and obligation); arranging hours to allow adequate rest; providing at least one full day of rest in seven.
9. Protect children from employment at too young an age, holding the following standards: For employment during school hours or in manufacturing, workers should be at least sixteen years of age; for employment outside school hours as part of the regular hired labor force, workers should be at least fourteen years of age; for employment in hazardous occupations, workers should be eighteen years of age.
10. See that minors under eighteen obtain employment of age certificates as proof of age and as assurance that their employment meets child-labor standards set by law.

## **THE ORGANIZATION AND ADMINISTRATION OF THE SCHOOL PLACEMENT SERVICE**

### **The Principal's Responsibility**

Establishing a school placement service depends upon the point of view of the school principal. Organization and administration are relatively simple; building a point of view is not. Does the school really



need and want a placement service? Does the school realize the importance of that service in the total educational program? Is the school willing to pay for the service? If the answers to these three questions are "yes," the principal's acceptance and leadership will largely determine the success of the placement program, just as it does for other phases of the total school program.

### **Preliminary Investigations and Decisions**

After the basic decision to begin a placement service, there are at least nine questions for the administrator to ask in quick order.

1. Is a school placement service needed? An analysis of the local drop-out rate and follow-up studies will generally indicate the need. If a significant number are leaving school before graduation, they may be unqualified for any job except unskilled labor. The pupil needs help to see the benefit of more training. If withdrawal is appropriate and realistic, it would seem to be the school's responsibility to help him find employment.

Graduates who have not continued their education beyond high school may need placement counseling. Follow-up studies and the census reports reveal that a large number of seventeen- to nineteen-year-old young people are neither in school nor employed.

2. Are existing facilities for placement inadequate? Again, local conditions must be investigated and a decision made accordingly. Initial placement is a most difficult one. The school has the most complete record on a job applicant that any institution can have. It is, therefore, in the best position to counsel the applicant for his first full-time job.

The state employment offices are contributing an admirable service. Teen-age placement service by the local public employment office may be adequate. On the other hand, employment services for those of the "critical age" may be neglected. The community may *expect* young people under nineteen to be in school, but the facts show that they are not. Idleness and disillusionment in not finding a job may turn to more destructive thought patterns.

The local labor market may be balanced, creating a situation where placement services are not urgently needed. Voluntary and private employment agencies, together with effective newspaper coverage, may be meeting the needs. The school needs to evaluate all of these factors before deciding on its course of action.

3. Should the school placement service seek the cooperation of state employment agencies, private agencies, and labor unions? Experience has shown that such cooperative activity is helpful. It may be found that existing placement services are adequate, as indicated in question 2, above. Or it may be discovered that areas of service for each of the agencies can be defined and thus prevent overlapping of service. An agency of society should certainly be operated on an efficient and cooperative basis. When each service understands the purpose and procedure of the other, all will benefit accordingly.

4. What type of service, centralized or decentralized, will best fill the needs of both students and employers?

A centralized employment service has generally proved more effective. Better qualified persons can be assigned for longer work periods, with more records available, and hence operate more efficiently in a centralized service. However, the range must not be so broad and time-consuming that the counselor loses contact with pupils or employers.

The alternative to centralization is coordination of decentralized services. Any coordinator may assist several placement counselors. The coordinator may make the job contacts and assign the placement to decentralized counselors.

Some schools have been operating on the basis of department heads or teachers handling the placement of their pupils. This is particularly true in business and industrial education. Apprenticeship and cooperative training placement are usually handled by the department personnel. Such a practice has been successful and should not be interrupted. A coordinating person can assist by scheduling contacts; no more than one person should make such industrial contacts. In large establishments, where all hiring is done in the personnel office, it is especially important to prevent duplications.

5. Should the active participation of teachers and counselors be encouraged? Yes is the only answer here. No pupil should be placed until information concerning him has been obtained from his counselor as well as his teachers. Information which is available to the counselor should also be made available to the placement worker—test scores, grades, attendance, anecdotal remarks, health-examination results, recommendations, and other guidance data.

The teachers know their pupils' interests and abilities; they can be of

great assistance not only in giving information for placement, but also at times by helping the placement worker to identify pupils with special talents or skills. In return the placement worker can acquaint appropriate teachers with job opportunities and employment trends which teachers can relate to class activities.

6. What would be the probable employee demands and from what sources would orders be received?

A community occupational survey can provide much information to answer this question. But realistically it must be recognized that the degree to which the placement service is publicized will be the most important factor determining the demands. In the long run the curriculum of the school will limit the types of jobs that can be filled and will determine the nature of the continuing demands.

Many employers who wish to hire young people merely ask for "a bright young man or woman," or "someone who is alert and a good worker." A service may be rendered the employer by asking him to define exactly what he means. A vague request can seldom be filled satisfactorily, and clarification of terms will reflect to the credit of the placement program, and hence will be a factor in number of orders received.

7. Shall job opportunities be solicited, or should the placement office wait for orders?

The service to be offered and the budget will determine the answer to this question. Effective placement services involve both types of orders. Jobs may be solicited by telephone with little money and time expended. Personal solicitation is ideal, but unfortunately staff time and financial resources are usually so limited that little can be done except to sit and wait for orders. The wise principal will recognize that it makes sense to spend money to secure orders. If orders are not aggressively sought, the placement service does not truly serve those for whom it is intended. The basic idea of placement is to facilitate the process of employer and prospective employee getting together. Hence, an aggressive campaign to contact employers is in keeping with the over-all purpose of placement.

8. Should the placement be limited to present students, graduates, or all former pupils?

The policies of the placement service must be explicit on this point. Most programs are available to current pupils and graduates. Some

limit the graduates to service for a year or two after graduation. A few programs have extended their services to all former pupils. This policy is most effective if offered in conjunction with adult guidance services. The extent of available community services will generally determine the need for placement services for former pupils.

9. What should be the ratio of placement workers to pupils? This ratio can only be determined by the duties assigned to the placement worker. If his duties are confined to receiving job orders and placing pupils, any full-time placement worker in the high school can care for the needs of 4,000 to 5,000 pupils. If he must do general counseling, follow-up studies, community surveys, and other related services, the ratio must be reduced accordingly. The placement worker may also supervise work-experience programs and continuation education, and solicit extensively for job opportunities. All of these factors must be considered in the assignment of personnel, time, and secretarial help.

### **ORGANIZING THE PLACEMENT SERVICE**

The organization of the school placement service will be most satisfactory if it follows certain fundamental principles outlined here:

- I. The type of organization should be in harmony with the existing school organization.
- II. Functions of the service should be predetermined on a basis satisfactory both to the school and employers.
- III. The service objectives and policies should be in harmony with the purposes and training objectives of the school whose products it serves.
- IV. An advisory committee composed of representatives of school administrators, teachers, counselors, placement workers, and representatives from labor and management should recommend policies concerning:
  - A. The objectives of the service
  - B. Cooperation with other placement agencies and integration of the service with educational and vocational agencies, business personnel, and community organizations
  - C. Clearance of information, applications, and job orders
  - D. The extent of research activities, counseling, testing, em-



ployment supervision, pupil follow-up, and evaluation of placement services

V. The duties of the placement worker should be clearly defined. Typical duties of placement workers are listed below.

- A. Select placement personnel, such as assistant placement worker and clerks.
- B. Serve as liaison person between the school and employers.
  1. Interpret the school program to the employer and industry to the school.
  2. Report to the schools on needs for curriculum additions or revisions.
- C. Coordinate placement activities with other agencies, such as the state employment services, private agencies, and the like.
- D. Conduct field visits to receive job orders and to acquaint employers with the service.

Figure 27. Registration Card

Name		Sex M F	Registration Number	Occupational Aim	
Address		Education and Training			
Telephone	Car Yes No				Veteran Yes No
Birth Date	Birth Place				
Height	Weight	Physical Condition		Special Skills	
Marital Status	Children - Other Dependents				
Test Interpretations - Remarks				Work Experience	
				Company      Type of Work      From      To	
				Interviewer	
Sel. Ser. No.					
Date					

Figure 28. Job Order Form (front)

Employer's Name		Job Title		Code No.
Address		Age	Sex	No. Openings
Person to see		Phone	Hours of Work	Rate of Pay
Summary of Job		Educational Requirements		
		Other Requirements (Experience, Training)		
Notified		Interviewer	Date	Renewal Dates

Figure 28. Job Order Form (back)

Date	Applicant Referred	Hired		Remarks
		Yes	No	
Date Closed				

- E. Coordinate training of work-experience pupils on the job.
- F. Deliver orientation lectures to high school and junior high school classes, and community groups.
- G. Contribute towards a program of continuous follow-up procedures.
- H. Set up placement procedures for:
  - 1. Securing applicants
    - a. Recruitment policy and working with guidance counselors and teachers
    - b. Reception of applicants and counseling pupils on proper grooming and interviewing techniques
    - c. Registration of applicants (Figure 27)
  - 2. Analysis of the work order
    - a. Referral interview (Figure 30)
    - b. The follow-up (Figure 31)

Figures 27-31 are used in the Placement Office, City Schools, Long Beach, California.

Figure 29. Recommendation Form (front)

\_\_\_\_\_ has filed his (her) application for employment with the School Placement Office. He (She) has requested that you be used as a source of recommendation. Will you please make a brief statement concerning this applicant which can be passed on to prospective employers. Please stress any data regarding outstanding assets or accomplishments, or any significant weakness or handicap.

Date \_\_\_\_\_ Signature \_\_\_\_\_

School or Firm \_\_\_\_\_ Position \_\_\_\_\_

NOTE TO RATER: Please return this form as soon as possible to:

Long Beach Public Schools  
Office of the Coordinator of Placement  
Long Beach 6, California

Figure 29. Recommendation Form (back)

Please indicate the rating which best fits the applicant:

Promptness	Poor	Fair	Average	Good	Very good
Reliability	Poor	Fair	Average	Good	Very good
Cooperation	Poor	Fair	Average	Good	Very good
Ability to learn	Poor	Fair	Average	Good	Very good
Leadership	Poor	Fair	Average	Good	Very good

Please add any additional information which you would not want quoted, but which could be used for the guidance of the Placement Office when recommending the applicant—

Figure 30. Referral Card

Firm \_\_\_\_\_ Attention \_\_\_\_\_

Address \_\_\_\_\_

Introducing \_\_\_\_\_

For position of \_\_\_\_\_

Interviewer \_\_\_\_\_

\_\_\_\_\_

*For employer use*

Was applicant hired? Yes \_\_\_\_\_ Date \_\_\_\_\_ No \_\_\_\_\_

Comments:

Please return this card today \_\_\_\_\_

Signature \_\_\_\_\_



Figure 31. Follow-up Card (front)

Dear Employer:

The Placement Office desires to know how well the employee whose name appears on the opposite side of this card is adjusting to his job. Information called for on this form, as well as your comments, will aid school staff members in better preparation of students for employment.

Your cooperation in providing us the information called for on this postpaid card, and mailing it at your earliest convenience, is greatly appreciated. All information will be treated confidentially.

Thank you,

Figure 31. Follow-up Card (back)

Name \_\_\_\_\_ Date of referral \_\_\_\_\_

Company \_\_\_\_\_ Job title \_\_\_\_\_

Is he (she) still working for your firm? YES (    ) NO (    )

If not, give date of termination \_\_\_\_\_ and reason: \_\_\_\_\_

Was he adequately trained for the job? YES (    ) NO (    )

Comment \_\_\_\_\_

Is progress on the job GOOD (    ) AVERAGE (    ) POOR (    )

Additional comments \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Signature \_\_\_\_\_

## FOLLOW-UP SERVICES

### The Purpose

One necessary phase of any program, educational or industrial, is evaluating the product or service rendered. One way to find out whether a product is good or bad is to "ask the man who owns one." In education the follow-up study is the method used to find out how effective the school has been in meeting the needs of its consumers—the pupils.

A follow-up study is an evaluation technique confined to those who have withdrawn or have been graduated from the school. There are three important aspects to a follow-up study:

1. A systematic gathering of data from former pupils
2. A presentation and interpretation of that information to all concerned: pupils, parents, faculty, school board, and community
3. A planned development or modification of the educational program indicated by the findings

Any study which does not include the latter two aspects reduces the first to a mere collection of meaningless data. In fact, there is normally enough information available, and a sufficient number of modifications in the program already indicated, to ensure a better program if they were only put into practice. It is more important to do something about the problems now known than to search for additional ones. In spite of this shortcoming in every institution it is probably more correct to point out that evaluation and development are continuous and dynamic processes.

Drop-outs are the aspect of follow-up studies which should most concern administrators. Most modifications of the school program in the past have resulted from an evaluation of high school pupils who went on to college. It is a matter of pride and in keeping with the needs of a technological age that the number of pupils who pursue higher education is increasing. However, the majority of pupils terminate their formal education during or at the completion of the secondary school. Follow-up studies should provide information which can be used to make school more meaningful for those who do not continue their formal education in college.

### Planning a Follow-up Study

Only general suggestions are contained in this section, because local conditions must determine appropriate deviations. The details of conducting a follow-up study are described in the references listed at the end of the chapter. Here, the purpose is to identify the administrative functions associated with such a study. There are at least four areas where the administrator in charge of guidance must exert leadership. These are described in the following paragraphs.

**Agree on policy.** Follow-up studies, like all other aspects of the school program, reflect the philosophy and leadership of the administrator and the board of education. In some schools policies reflect the feeling that pupils who cannot succeed in school should withdraw and go to work. Little evaluation or growth not related to preparation of the bright for college will take place in such a school. In other schools there appears to be a program. It may be that the administrators who do no evaluation of the schools fear it will reveal some information which will not reflect to the credit of the schools and in turn of them. Unaware that analysis is always to the credit of the examiner, some administrators may label follow-up studies a waste of time or too expensive.

On the other hand, in the many studies that are reported, a positive and constructive policy is evident. In these cases lay groups and educators have worked together to identify problems and have sought solutions cooperatively. The resulting agreement on policy has greatly facilitated not only the follow-up study but the implementation of implications of the report as well. The administrator must lead his staff not only to agree on policy but also to reach agreement concerning basic assumptions. These assumptions will determine many aspects of the data-collecting procedure as well as the interpretation of the data.

**Establish basic assumptions.** Seymour<sup>2</sup> has established three assumptions basic to research in this area.

1. Every child in the United States is entitled to twelve years of successful school experience.
2. The weight of each factor associated with drop-out cannot be arbitrarily assigned to each specific pupil.
3. Longitudinal studies are far more productive than are cross-sectional approaches.

<sup>2</sup>H. C. Seymour, "What About the Drop-out?" Given at A.A.S.A. meeting, Atlantic City, N.J., February, 1953.

**Enlist cooperation of all.** Administrators, laymen, parents, teachers, and pupils are interested in the schools and should participate in evaluating the school. Modifying the program in terms of the findings will involve the cooperation of all. Those studies which do not affect the program usually fail because responsible people are not consulted in the evaluation.

**Determine areas of investigation.** Determine in advance the areas of investigation and methods of disseminating the results. The follow-up needs to reflect careful planning in these areas to avoid an incomplete study or an accumulation of unusable and irrelevant data.

### **Techniques of Conducting a Follow-up Study**

The technical aspects of conducting a follow-up study largely determine its effectiveness. Certain basic principles must be observed.

1. Selecting the class, or classes, to be surveyed is the first consideration. Sufficient time must elapse between leaving school and after-school adjustment, and yet not so long that memory becomes distorted and the class has dispersed too much. Generally, three to five years is a good interval in which to select the class to be surveyed. Local and national conditions have some influence on the selection. A rapid influx or exit of population, changing economy, wars, and sudden policy changes in the school are some factors which determine the effectiveness of the survey and the class to be surveyed.

2. Assuring confidence is important. Little can be done except to indicate in the covering letter and at the top of the questionnaire, or in the interview, that answers are to be kept confidential. It is possible to code questionnaires and thereby eliminate the respondent's name. However, any indication in the reporting of data that comparisons have been made will indicate that confidence has been violated, and future efforts to survey this group will be futile. Honesty must be the rule. An indication that names and addresses are desired for future contacts will make former pupils feel that the school is still interested in them and will help assure their cooperation.

3. The mailed questionnaire is the most common survey technique. A personal interview is more desirable but reduces coverage. In a small, stable community the interview method is more feasible than in a large one. The areas of information to be solicited might be such that those living within the school area could provide adequate sampling



through interviews. Dispersion of former pupils, costs, and time usually require that the survey be made by questionnaire in both large and small communities.

4. Selection of items should be carefully considered by the planning committee. Frequent follow-up has more advantages than many items in one follow-up. Only questions which will provide information for evaluating the school system should be included.

*a.* Personal data may be interesting, but it has little importance in evaluating the educational program, and therefore it can be confined to one or two questions on family status and present name and address.

*b.* Employment record is a most significant item. It can be related to vocational guidance, curriculum, and other areas in which the school helped, or could have helped. The respondent should be given an opportunity to evaluate the contribution of the school.

*c.* Educational experiences after leaving school, with an evaluation of the high school program, will provide valuable information for curriculum purposes and will also give information on predicting future educational needs of present pupils.

5. Consider the format carefully.

*a.* Items should allow single-check answers in so far as possible, because time is saved if answering and tallying are made objective. If items can be constructed in which all possibilities are included, the respondent need check only one, thus simplifying tallying and interpretation.

*b.* To combine follow-up with drop-out surveys, two separate questionnaires may be devised. This will shorten the form and reduce embarrassment of those who dropped out and who may feel that they have not done as well as other members of the class. The drop-out group is usually the one which reduces the percentage of response. The school already knows them. Evaluations of the school are generally made in terms of holding power, and so a shorter and less threatening questionnaire may be devised if different forms are used for graduates and for those who withdrew or moved.

6. Population sampling is a most important problem in all surveys. A random sampling may be more reliable than an attempt to get complete coverage. The difference is accountable in the time and effort required to follow-up those who fail to respond in the first inquiry.

A random sample is best obtained by scrambling the names of all

members of a class to be surveyed and drawing the desired percentage of members to be sampled.

The percentage of returns may be increased by informing the graduating class that a survey will be conducted three or four years later. A pupil committee may assist the survey director in preplanning, orienting the class, and securing a list of names with the most permanent future address.

A self-addressed stamped envelope for returning the questionnaire is imperative. Postal cards to delinquents at two- or three-week intervals will serve as necessary reminders.

The use of present pupils to make personal calls will assist the survey committee to raise returns to 70 or 80 per cent, a figure achieved in many studies.

7. Estimate and budget the cost of materials, including paper, stamps, stencils or printing, and professional and clerical time before the project starts. Expenses other than salaries should not exceed \$100 for 500 questionnaires.

8. Use results of the follow-up study. As previously stated, no survey should be made unless the results are to be used effectively in modifying the school program, if indicated. The California cooperative study of school drop-outs and graduates<sup>3</sup> included a follow-up on the use of the information obtained. The lack of effective use was unfortunately similar to that reported in other studies. Thirty-five staff members of the eighteen cooperating schools were asked to estimate the over-all use of the findings. Here are the results:

Full use .....	0
Adequate use .....	4
Some use .....	15
Little or no use .....	14

The following reasons were given for the lack of adequate use:

1. The staff lacked time to follow through on the recommendations.
2. The sampling of former students was inadequate.
3. Not enough members of the school staff participated in the studies.

### **The Follow-up Studies and the Educational Program**

Educational literature contains reports on many follow-up and drop-out studies. Evaluations of the school program as revealed by these

<sup>3</sup> W. H. McCreary and D. E. Kitch, *Now Hear Youth*, California State Department of Education, Sacramento, 1953, p. 52.

Figure 32. Vulnerability Index, Developed by Rochester, New York, Public Schools

Pupil's name: \_\_\_\_\_ Teacher: \_\_\_\_\_

Grade: \_\_\_\_\_ C.A.: \_\_\_\_\_ Date: \_\_\_\_\_

Directions: Circle the descriptive terms which apply.

Use "Intermediate" column for intermediate appraisals.

Factor	Vulnerable to withdrawal	Intermediate	Favorable to retention	Little or no evidence
<b>A. Personal</b>				
Age	Old for grade group		At age for grade group	
Ethnic background	South European, Colored		North European, Jewish	
Physical size	Small for age and group Large for age and group		No size demarcation	
Health	Frequently ill, fatigue threshold low		Consistently in good health	
Absence from school	Frequent Excessive		Little or none	
Behavior	Lacking in control		Tractable	
Acceptance by pupils	Not liked		Well liked	
Participation, school activities	None		Extensive	
Leadership	None		In one or more areas	
<b>B. Learning and achievement</b>				

Factor	Vulnerable to withdrawal	Intermediate	Favorable to retention	Little or no evidence
Probable learning rate	Below 90	91-100	Above 100	
Ability to read	Two years or more retarded		At grade or above	
Grade retardation	Two years or more retarded		At grade	
Subject-matter appraisals	C's, D's, E's		Predominantly B or above	
C. Socioeconomic status				
Sims score card	Below 25		Above 40	
Father's occupation	Unskilled		Professional	
Educational level achieved by father or mother	Semiskilled		Semiprof.	
Number of children in family	Grade 7 or below		Grade 10 or above	
Parental attitude toward child's graduation	Five or more		Three or less	
	Negative		Positive	
	Vacillating		United	
	Divided			

studies are primarily concerned with the holding power of the secondary school in accordance with the assumption that all pupils are entitled to education through the twelfth grade. Educators wish to know how to predict which students are vulnerable to drop-out forces. Identifying significant forces at the point of influence will permit the school to initiate compensating forces.



It has been well established that forces contributing to early or inappropriate withdrawal are multiple. It is also well known that these forces appear at an early age, and that many are independent of the school situation. Symptoms of these causes are apparent to the interested observer.

What is generally considered to be a high school problem is in reality the concern of all levels of education. The things a pupil in high school does are a result of all the experiences which he had at all levels of his school program. The responsibility of elementary and junior high school workers is in a program designed to reduce the number of drop-outs.

The causes of withdrawal identified by many studies have been used by the Rochester, New York, public schools in the creation of a "Vulnerability Index."<sup>4</sup> This instrument promises to be useful as a score card, or evaluation device, for identifying pupils most likely to withdraw or continue their education. The "Index," Figure 32, contains all factors known to be significant. It can be used at all levels to provide the administrator with those elements requiring guidance and corrective action.

### **The Role of Guidance Workers**

Certain duties associated with a program for school retention are logically the function of the guidance personnel in elementary and secondary schools. While many of the duties listed below are part and parcel of any ongoing guidance program, they are placed herein to emphasize the integral role of guidance in the prevention of drop-outs.

1. Provide assistance in determining the promotion policy of the school.
2. Promote articulation between the elementary and secondary schools.
3. Identify causes and symptoms of educational maladjustment.
4. Identify social and personality symptoms of school maladjustment. Lack of interest and irresponsibility, for example, are as significant in school as they are on the job.
5. Provide counseling services for *all* pupils. Concentration on educational counseling for college-preparatory pupils ignores almost 100 per cent of the potential drop-outs.

<sup>4</sup> Rochester, N.Y., public schools, "Vulnerability Index," unpublished, 1953.

6. Provide a pictorial representation of each pupil's status to the administrator and every teacher.
7. Conduct exit interviews with every school leaver.
8. Conduct follow-up studies to gather data which may be used to evaluate the program of the school.

## **PROJECTS**

1. How familiar are local employers with the school's problems? Make a check list of usual school problems and ask a few employers for solutions to these problems. Evaluate their answers in terms of the employers' familiarity with the school's problems.
2. Evaluate the modifications that have been made in the school program as a result of a recent follow-up study.
3. Find out how many pupils drop out by grade from the local high school each year. How does the school influence potential drop-outs to continue their education?
4. Prepare a case study on a recent drop-out in the local high school.
5. Ask any employer in the community for his suggestions regarding curriculum modifications in the high school program. Are the suggestions realistic?
6. Contact an employer in the community and determine how much training on the job is provided entry workers.
7. Who performs placement services in the local high school? How much time does he devote to these duties? Is it adequate? How many pupils were placed on jobs last year? What kind of jobs did they obtain?
8. Are local community employment services adequate for teen-agers? What additional facilities are needed? Whose responsibility is it to provide entry placement services? Secure opinions on these questions from several sources.
9. Determine the number of local high school pupils who are working outside of school. How many are in organized work-experience programs? Should work-experience credit be given for all work performed outside of school? Would school supervision be desirable for all pupils who are working?
10. Prepare a list of all sources for finding a job.
11. Prepare a list of local establishments and the person to contact for employment when looking for a job as (a) stock clerk, (b) machinist's helper, and (c) gasoline-station attendant for a major oil company.
12. What are the legal restrictions in your state regarding age of employment, hours of work, and wages? Are work permits required? How may they be obtained?
13. Ask an employer to evaluate the recent high school graduates he has hired.
14. Secure and analyze six application blanks used by local establishments. How do these forms compare with those used by the local schools?

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## CHAPTER 13

# Proper Planning of Physical Facilities

Inadequate physical facilities should not impose crippling limitations upon a guidance program. An inspired staff can materially aid students under difficult situations, but the improvement of the physical facilities will improve staff morale, ease tensions, lessen physical exhaustion, inspire confidence in the client, emphasize the importance of guidance, increase staff efficiency, and generally activate increased interest in the pupil as an individual among the school personnel.

It is generally true that the provisions for physical facilities in schools have not kept pace with the development of guidance programs. Some administrators, most boards of education, and practically all designers of school buildings have not understood the purpose and function of the guidance program and, therefore, have made little or no provision for housing the guidance services.

Of ten recently published books on planning school buildings, only one suggests including a guidance unit in the plan. Nine of them make adequate provisions for visual education and custodial supplies, but none for counseling. Coffee may be made in the community room, as a sink and electric plate are provided in the plans, but no provision is made for storing legal school records. The janitorial supply reports have their niche designated, but there is none for the data that may reveal what is disturbing Johnny. A dark room in the physics lab is a must, a vault for "cash, checks, and small articles of value" cannot be overlooked, four pages are devoted to locker rooms, but the problem of housing the staff or records for pupil guidance is not mentioned.



Stoneman and Broady<sup>1</sup> try to discuss the problem thoroughly in their book, *Building Standards for Small Schools*, and are dismayed that "examination of recommendations concerning the establishment of guidance programs in the small school leads one to the conclusion that in so far as building provisions are concerned, guidance demands little more than office space and adequate files for permanent records."

Counseling is a complex, individualistic process that requires a refraction of the mixed emotions, ambitions, frustrations, needs, and interests of the client into recognizable bands of organized thought. Anything that will materially contribute to the improved state of mind of the counselee, that will lead to recognition and acceptance, is a valuable aid. "The character and philosophy of the school's administration and its guidance program are continually reflected by its physical facilities."<sup>2</sup>

J. B. Munson<sup>3</sup> of the Lansing, Michigan, public schools reports on a survey in which 42 state supervisors and 102 selected school administrators were asked to list essentials for housing an adequate guidance program. Ninety per cent of the supervisors and sixty-four per cent of the administrators replied. The items listed as essential and the percentage of the total replies included:

<i>Item</i>	<i>Per cent</i>
Private interviewing rooms .....	100
Individual clinic testing facilities .....	99
Health rooms .....	95
Clerical facilities .....	94
Special social rooms .....	92
Reception room .....	87
Nearness to central office .....	87
Centralized location .....	76
Nearness to library .....	77
Social atmosphere .....	76
Location on first floor .....	68
Group testing facilities .....	54

<sup>1</sup> Merle A. Stoneman and Knute O. Broady, *Building Standards for Small Schools*, Teachers College, University of Nebraska, Lincoln, Neb., 1939, pp. 163-164.

<sup>2</sup> Floyd R. Fladseth, "Streamlining the Counselor's Office," *Occupations*, December, 1946, pp. 169-171.

<sup>3</sup> J. B. Munson, *Physical Facilities for Guidance in Large Public Schools*, Department of Guidance and Placement, Lansing Public Schools, Lansing, Mich., 1949. (Mimeographed.)

## LOCATION OF THE GUIDANCE DEPARTMENT WITHIN THE SCHOOL

The personnel services of a modern school are becoming more closely associated with each other. Coordination of these services is desirable for the better understanding of the individual student and his problems. These services include attendance, pupil accounting, child welfare, educational and vocational counseling, and psychological and health services. These services should work as a unit, centrally, convenient to the administrative offices. Proximity of all the offices would coordinate all school functions and provide for maximum efficiency in serving the students and economically utilizing the clerical staff, which is generally at a premium.

The functional aspects of the service to be offered and existing facilities that might be converted should be carefully examined so that feasible plans can be made. The activities that would be carried on might include the following: (1) counseling and interviewing students, (2) parent-student conferences, (3) case studies and case conferences, (4) gathering of information on occupations, vocational opportunities in the community, educational opportunities, and scholarships, (5) preparation of such information for use with the individual and with the student and teacher groups, (6) individual psychological and physical examinations, (7) group instruction in guidance topics, (8) group and individual therapy, (9) classification and placement of pupils, (10) follow-up, (11) evaluation and other research, (12) curriculum conferences suggested by such research, and (13) in-service training of teaching staff.

While the principal interest is in locating the guidance office space, the relationship to the other units of the personnel services cannot be overlooked. Placing the nurse and the health office in the gymnasium, the counselor's office in a converted storage room at the end of the second floor corridor, testing in whatever room is vacant that hour, and the record storage in a small room accessible only through the principal's office would seem to be an exaggeration, but more than one school operates under similar handicaps.

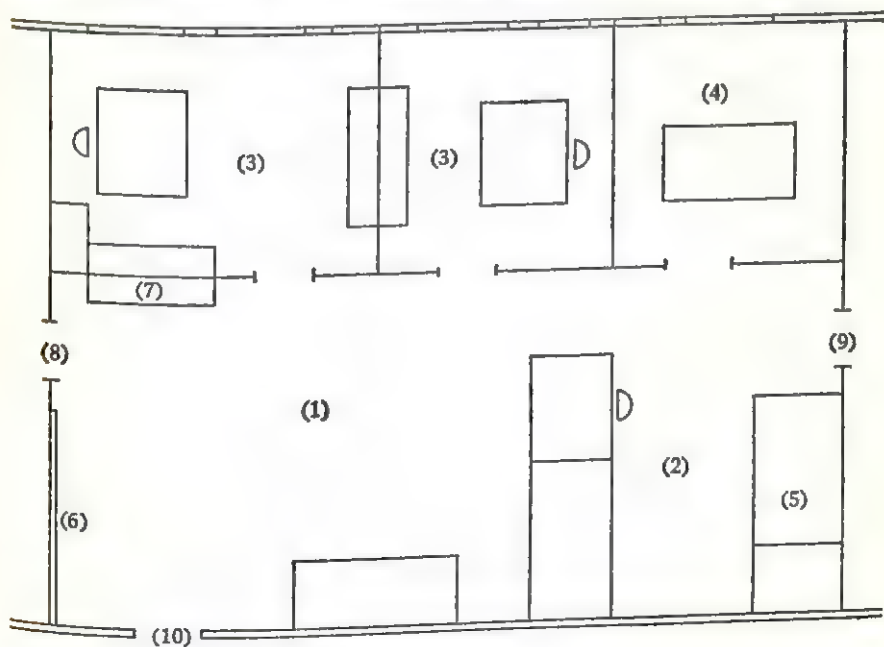
The personnel services should be centrally located where they can be readily found by the student, the parent, and other members of the

community, as well as the teachers who are seeking information of value in dealing with the student. There may be a need to use these offices at times when the rest of the school is closed. Hence, it is desirable that the office have an outside entrance of its own or be so located that access to it can be arranged without opening the entire school. This can be done by having the office open into the end of a hall which can be blocked by a movable fence. These offices should be near the administrative offices, but the guidance office should not be connected with the principal's or vice-principal's office. Nearness to the library is also advantageous.

### PHYSICAL ARRANGEMENT OF THE GUIDANCE UNIT

If at all possible, counseling, testing, and record rooms should immediately adjoin each other and should be connected. In existing buildings it is possible to convert a single classroom into an acceptable guidance unit. The extent of the facilities to be provided would, of

Figure 33. Plan 1. Diagram for Conversion of Classroom

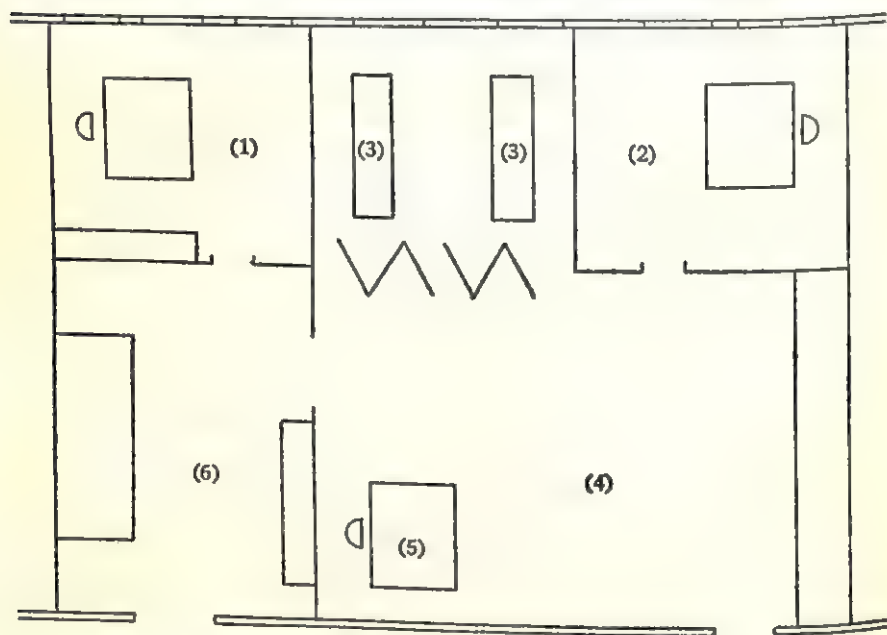


course, be governed by the size of the school, the services to be offered, and the existing buildings.

Plan 1 provides for a waiting room (1), clerical space (2), counseling offices (3), a room for individual testing (4), files (5), bulletin board (6), and bookcases (7). The doors (8, 9), it is hoped, open into the health office and the administrative offices as well as (10) into the main corridor.

The partitions within the former classroom may be of wood panel, frosted glass, or composition, but should be of ceiling height and should ensure visual and auditory privacy from the waiting room.

Figure 34. Plan 2. Diagram of Elementary Classroom Conversion

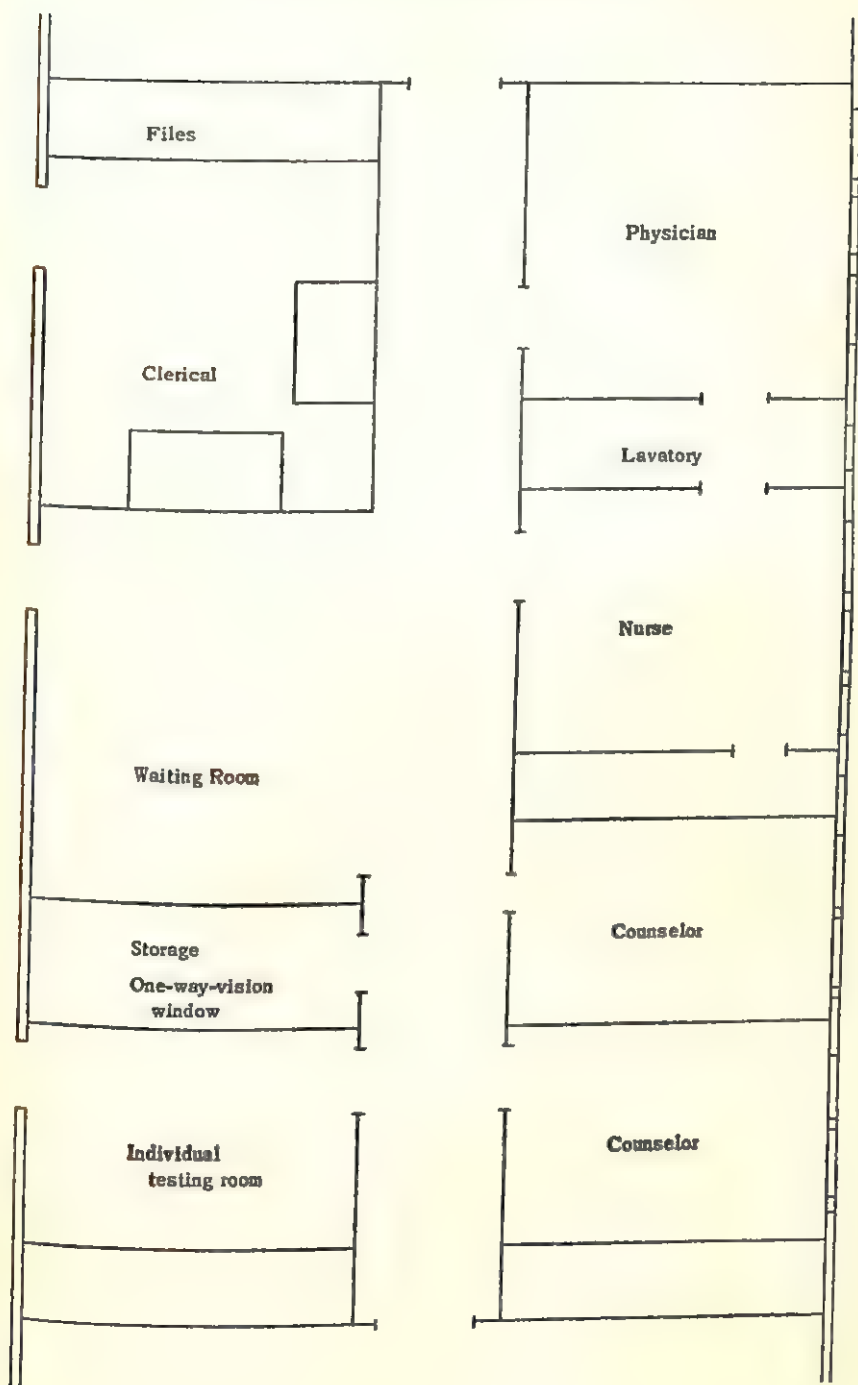


In Plan 2 both the counselor (1) and the nurse or doctor (2) are provided with a small, private office for conferences. Two cots (3) are shielded from view with folding screens from the nurse's waiting room (4), but can be observed from the nurse's desk (5). A waiting room (6) adjoins the counseling office and should contain an attractive bulletin board and small bookcase as well as a table and chairs. File space is available within both of the private offices.

Plan 3 shows a guidance suite.



Figure 35. Plan 3. Diagram of Guidance Suite



### Counseling Offices

Space for individual conferences should be adequate to house the necessary desk and chair for the counselor, two chairs for interviews, a locking four-drawer file, a bookcase, and a small telephone table, if telephone connections are available. One hundred and fifty square feet of floor space is recommended; seventy-five square feet is minimum.

The counselor's desk should be placed away from all walls so that he can approach or "retreat" from either side. If three persons are seated, none should be obliged to face a source of light. All three should be able to look directly at each other.

Both visual and auditory privacy from the waiting room is essential, but many male counselors prefer that the conference room be observable by a clerk or other employee. Most students have no objections if the conference is visible to another school employee, providing privacy from their peers is assured. Partitions should extend to the ceiling. If the upper portion is of frosted glass, or half frosted and the upper plain, the glass in the walls and in the door will magnify the size of the cubicle, but will be soundproof.

Files in the conference room should be limited to a single four-drawer metal file, in which counseling materials rather than records are kept. The presence of numerous files in the conference room consciously or unconsciously may give the impression that such information is being cataloged and may have an adverse effect upon some counselees.

The furnishings of the individual conference rooms should be harmonious and comfortable, pointing up a definite contrast to the typical classroom and the teacher's desk conferences. Many student tensions stem from the classroom, and the classroom atmosphere must be absent if the counseling process is to progress satisfactorily. If there is a rug on the floor of the counseling office, any student will be quickly transported from the classroom atmosphere.

The decor for the conference room should be quiet and inconspicuous, but not dull or depressing. Light, quiet colors will help give a feeling of friendly spaciousness. Pictures are a necessity, but should be in subdued color (no stern founder's portraits or past glorious

groups), framed, and hung on the solid walls of the cubicle. Drapes at the windows will also help provide a restful atmosphere.

Adequate provision for proper lighting, ventilation, and heating must, of course, be made, as it is for any other room that is to be occupied for any period of time.

It is desirable to have telephone connections, providing that the calls can be transferred to the office by a clerk or other individual who can take messages if an interview is in progress that should not be interrupted.

The counseling office should open directly into the waiting room. An open door welcomes students. Student willingness to seek help paves the way to providing adequate service. No physical barriers of counters, clerical desks, or similar obstacles should stand between the waiting student and the counselor at the open door.

### **The Reception Room**

The reception room should provide a waiting room, clerical office, file, and storage space. If a separate library as part of the guidance department is possible, it, too, should be readily available in, or to, the reception room.

Here in the reception room the decor can have a freer hand. There should be several attention-catching items: an attractive bulletin board, a colorful selection of readable pamphlets and books, large and brilliant pictures, growing plants and/or flower arrangements, and even a balanced aquarium of darting fish to shorten the time for the waiting student.

The bulletin board should be planned as a unit having a single idea to illustrate, but presenting the many facets of the topic. The post office's annual accumulation of published information that is too often labeled a bulletin board must be actively avoided. The well-planned, attractive, free materials that are so often sent to the schools on good grooming, getting and keeping a job, labor statistics, branches of the armed forces, and the like must not just be added to the display board, but should be filed until they can be made a contributing part of the whole display. The bulletin board must, of course, be changed periodically, at least with each season.

A huge, unique picture frame with a Celotex or cork background

that can accommodate a large picture can be used to pin students' work from the art department. This gives an additional opportunity to display students' work and adds materially to the attractiveness of the room.

### **The Waiting Room**

A minimum of 150 square feet of floor space for one counselor's office should be provided as waiting area, increasing this by 50 square feet for each additional office. The waiting area should be adjacent to the general clerical office, so that the clerical staff may have general supervision of the students waiting. If full-time clerical help is not available, students might be trained as receptionists and should be provided with a desk or table and chair.

A table and sufficient chairs should be available for those students who must complete forms or programs while waiting. Chairs are preferable to benches lining the walls. The wall space can be utilized for bookcases, tables, and the bulletin board.

### **Clerical Office**

The office secretary or clerk should occupy a desk that is placed where she can generally supervise the waiting room and be in a position to observe all persons who use the confidential school files. These files are best placed to form an alcove to the side of and behind the clerk's desk.

A central file is superior to several separate files, even where counselors are assigned to certain grades or groups and desire to have these filed in their offices. Standard metal files containing four drawers suitable for letter-size folders are preferred. These can be obtained in uniform color and size and can be added to as the space is needed. If the files cannot be adequately guarded against unauthorized use, locked files are necessary, even though they are often a hindrance when the keys are temporarily unavailable. Every precaution must be taken to safeguard all records and especially confidential materials.

The central file may be subdivided into students currently enrolled, graduates, and those who left school before graduation either dropping out or moving to another community.

Files must be immediately and conveniently available to authorized persons. Teachers have great advantages in their daily contacts with



students, and should be supplied with pertinent information that will further their understanding of the individual student. Teachers can be encouraged to use the information available if they are provided with separate desks in the guidance offices that can be used during their free time. However, if they use the folders, they should not be seen by students. Some students might become uneasy in counseling if they thought that a teacher could look at their record.

Testing and other guidance materials that are used periodically can be stored in cabinets connected with the offices, but need not be so conveniently arranged as the files that are in constant use.

The clerk's desk in the reception room should be provided with a typewriter section that can be swung out of sight when not in use. In addition there should be a typewriter on a movable stand that can be wheeled into the counseling cubicles or used by student clerical help.

One telephone should be provided for the general counseling office use and at least a second one should be available for private conversations in one of the counseling cubicles. If the second telephone is on an extension line, a single line could serve both instruments. A simple buzzer system using dry cells can be used for signaling the extension. Ideally every cubicle should have a telephone.

### Library Facilities

The dilemma of locating the guidance library cannot be readily solved. Reference materials for counselors need to be conveniently available to them; this suggests a separate library as part of the guidance department. Reference materials for students are more likely to be used in a place where students go frequently; this suggests making the guidance library a part of the school library.

In most cases schools will not be able to duplicate facilities. Circumstances will largely determine how the dilemma is to be resolved. If the school library is conveniently located to the central personnel section, the problem is not great, but if the two are separated by any great distance, the students' best interests must prevail.

If occupational information is needed by the students and teachers for specific courses, as suggested in Chapter 10, the library would be most satisfactory. However, if reading of vocational materials is a part of a series of conferences arranged for graduating seniors, the guidance

department would be a more logical depository. In either case a vocational file or shelf should be provided with folders in which pamphlets, clippings, and pertinent information are filed according to occupations.

### **Group Conference Rooms**

Conference rooms for meetings of groups of students or groups of faculty, parents, and pupils are highly desirable. One study<sup>4</sup> recommends that four conference rooms should be provided for secondary schools of 1,500 pupils.

Such conference rooms should seat between eighteen and twenty-four persons around tables. They can be used for small group tests, for case studies, for guidance conferences, and for discussion groups. A blackboard, either fixed or movable, should be available. Locked storage cabinets for testing and guidance materials could be located here as well as the guidance library if separate facilities are provided.

### **Testing Rooms**

Although individual testing can be done in any counseling office where privacy can be obtained and where distractions and interruptions can be eliminated, a small testing room used principally for that purpose is a great saving of time, effort, and money. Here the testing materials can be kept conveniently. There is no lost time clearing desks, arranging for uninterrupted time, locating and arranging testing materials. More individual tests might be administered by busy counselors who are trained for this purpose if they could leave the work at hand undisturbed on their desks and go to a quiet testing room with a student.

A table, two chairs, and a small, low stand are necessary equipment. Locked cupboards for the testing materials are also needed. A table is preferred to a desk, for then both the counselor and the student can sit comfortably without knee obstructions. The testing materials can be kept out of sight, but readily available on the small, low stand at the test administrator's side.

The group conference room, as previously suggested, could be used

<sup>4</sup> Edith Carson Smith, "Physical Facilities for Counseling," *Bulletin of the National Association of Secondary-school Principals*, 371:132-135, March, 1953.

for testing small groups. This room, however, should not be scheduled for regular student body activities or meetings, or it loses its value for guidance services. It would be necessary to schedule around such meetings, and testing and conference periods could not be extended without distracting interruptions.

For larger group testing, the classroom in which the students regularly meet is satisfactory. Familiarity has softened the ordinary distractions; tests are an accustomed activity in these surroundings.

### **Guidance Facilities for Elementary Schools**

In elementary schools the need for permanent storage of records is not as demanding as in secondary schools. The staff is not as large. Personnel workers are often shared by several schools or are regular members of the teaching staff who are assigned part time to counseling. Under these circumstances the facilities required can be adequately met by converting a single classroom (Plan 2).

### **New Construction**

For a new construction an excellent arrangement is shown in Plan 3, in which the total area covers less space than two classrooms and provides office facilities for a full-time nurse, two full-time counselors, a part-time or full-time psychologist, a part-time dental hygienist, and a part-time school physician. There is also an adequate waiting room and clerical office.

### **Criteria of Guidance-unit Efficiency**

For the most efficient use of counselor time the guidance unit should be closely connected with the other pupil personnel services. The guidance unit should:

1. Be centrally located on the first floor
2. Be adjacent to the administrative offices and, if possible, near to the library
3. Be provided space for private counseling offices, a waiting room, central record file, clerical offices, and, if possible, a one-way vision testing room
4. Be adequately equipped with desks, tables, chairs, and bookcases, and, if possible, rugs, draperies, and suitable pictures

## PROJECTS

1. Make a survey of the physical guidance facilities in your own school. Evaluate the organization facilities in view of the recent modern proposals for an efficient guidance unit.
2. If you were given the responsibility to organize or reorganize a guidance unit in your school, what steps would you follow?
3. List a set of steps used in organizing a guidance unit, and be ready to defend each step as good educational guidance.
4. Draw a plan for an efficient guidance unit in a new school where you are the head counselor. Show all the furniture you consider necessary for smooth functioning of a guidance unit.
5. Draw the same plan of a guidance unit, placing it in relation to other school units such as the offices of the principal, the vice-principals, the health department, etc.

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## CHAPTER 14

# Budgeting for the Guidance Program

Guidance programs and related services to our students in public schools have been growing with increased acceleration since World War II. The concept of the typical program of the forties is outmoded today. The principal must not only plan suitable guidance services today, he must also finance such a program of services within his total budget.

Too often in the past, the costs of the program have not been clearly determined nor have they been charged for guidance services. The tendency has been to "bootleg" time, equipment, and facilities from the existing instructional program. This has proved unsatisfactory because the services usually are not complete enough to meet pupil needs. The costs of the program planned should be established initially to ensure reaching objectives sought. Tensions and lack of coordination of a haphazardly financed program tend to defeat the program's success at the outset.

### THE ITEMS IN THE GUIDANCE-PROGRAM BUDGET

After the administrator has planned the guidance program, as suggested in the previous chapters, he must carefully determine what items must be included in the guidance budget. A first step in listing these items for budget purposes is to separate the guidance services from classroom-instruction items.

A suggested check list for determining what belongs to the guidance

service as against those that should be charged to the classroom-instruction program would include:

1. Counseling
2. Individual appraisal
3. Group activities in guidance
4. Information about educational opportunities
5. Educational placement and follow-up
6. Information about occupational opportunities
7. Occupational placement and follow-up
8. Individual and group testing and evaluation for achievement, aptitudes, and interests
9. Establishing and maintaining records pertinent to the guidance services
10. Other services determined to be directly and distinctly a guidance function as differentiated from the regular classroom program

### **Guidance Services Personnel**

The size of the school is one of the primary determinants of the number of personnel to include in the guidance services program budget. Such personnel and their functions have been described in previous chapters, but, briefly, guidance service functions are built around the (1) counselor, (2) assistant counselors, (3) clerical employees, (4) school psychologist, (5) psychometrist, (6) school social, or welfare, worker, (7) the teacher whose services are assigned on a prorated basis, (8) Vocational or Career Day lecturers, and (9) other personnel whose duties are directly involved in the program.

The suggested list of personnel appears lengthy, but in many programs one or more of the services or positions will be assigned to one person. In some cases one person with good qualifications and previous training may fulfill several such positions.

**The counselor.** The director, supervisor, or head counselor assigned to be responsible to the principal for the guidance program would be employed as such on a full-time basis in most schools. However, many schools with an average daily enrollment up to two hundred pupils will have the counselor assigned duties other than guidance and would, for budget purposes, prorate the amount of salary based on the amount of time assigned to this program. The amount of the salary of the coun-

selor should be commensurate to the responsibility and comparable to that paid for like positions in the area. A study of salary of like positions in other schools or the information of salary schedules including that of counselors is usually available through the state teachers' association or the state department of education.

**Counselors.** Counselors assisting the director or supervisor of guidance services, usually called grade, or assistant, counselors, will vary in number with the needs of the program. They might be assigned to work full time or part time, whichever plan best fits the local needs. The salaries of those assigned to part-time work should be charged to the guidance services budget on a prorated basis in terms of the amount of time they are assigned to the guidance program. Too often, the part-time salaries in this category are charged to classroom-instruction costs, although the individuals often function as much as half-time counselors.

The salary for the assistant counselor will vary from the schedule established for classroom teachers to a special and higher schedule. According to one plan, the assistant counselor's pay should be based on the teachers' salary schedule with an added increment per month. Again, as in the case of the head counselor, the rate should be determined on a basis of responsibility involved and comparable to that paid for like positions in the area.

**Clerical personnel.** In almost any program this is a "must" item. When the clerical personnel time is utilized for the guidance program but assigned to other departments, the guidance services suffer, certificated personnel become bogged down in clerical details hindering their assigned functions, and the progress of the program slows down. Adequate clerical personnel should be assigned directly to the guidance program to perform the following duties:

1. File guidance reports.
2. Maintain cumulative and pupil guidance records.
3. Copy data on pupil guidance records.
4. Tabulate test data.
5. Type correspondence pertinent to the guidance program.
6. Type case studies, data, references, answers to inquiries from agencies, and other needs as they arise.
7. Multigraph and mimeograph materials used in the guidance program.

8. Make appointments for the counselors.

9. Supervise the files as instructed by the administrator or counselor so that pupil guidance records and information are confidential and not abused or misused by unauthorized personnel.

10. Perform other clerical duties for the guidance program as directed by the administrator or supervising counselor.

The amount of salary paid for clerical personnel assigned to the guidance program should be comparable to that paid for the services of other clerical employees performing like duties.

**School psychologist.** As previously described, the school psychologist is an integral part of guidance services. In the larger school he would sometimes be employed as a full-time member, but in the majority of schools his employment would be on a part-time basis with his salary prorated in the budget. Small schools as well as those more isolated often depend on this specialized type of service when it is available and when special needs arise. The best arrangement usually is found by several schools jointly hiring a school psychologist and scheduling his time to each.

The salary for this member of the guidance services should be commensurate with that paid by others for comparable services. Often this can be best determined by contacting the local or state mental health associations or by the salary schedule for school employees most generally published by the state teachers' association.

**The school social, or welfare, worker.** As a member of the guidance services unit, the school social, or welfare, worker trained in casework and home visitation is of great value. In many cases this member receives a salary equal to teachers; in some cases of extensive training and case load, the social, or welfare, worker receives the teacher salary, plus an increment. When the social, or welfare, worker is employed on a part-time basis or is shared with another school, his salary is included as a prorated item in the guidance services budget.

**The school psychometrist.** Few schools as individual units would have need for a full-time school psychometrist, but larger districts would find full use of the services by assignment throughout the district. In either case employing a school psychometrist is often an economy because the tests are administered efficiently and do not interfere with the teaching program, as they do when the classroom teachers are expected to carry on the testing program. Often, too, the school psy-



chometrist fills the gap when the personnel of the guidance services within the school lack special training or do not have time to administer special individual testing as the need arises.

If the school psychometrist is employed by more than one school, only one set of testing materials is required. This is an important economy contrasted with having each of several schools purchasing a complete testing battery.

**Costs, fees, and expenses of Vocational or Career Day lecturers.** The secondary schools, particularly at the twelfth-grade level, usually have a day or a program featuring occupational fields in which outside specialists are invited to speak. Fees, costs, or expenses of such activities are legitimate items chargeable to the guidance program.

**Other personnel.** In seeking economies in the guidance program the administrator should constantly be alert to the possibility of combining or joining with another school or schools to hire certain specialists whose salaries would be prorated as part-time employees. Often, such specialists can be planned into the in-service training program to facilitate training of teachers and others to relieve the need of the specialist, excepting as required for specialized cases, programs, or counseling problems. Another economy which might lead to extensive saving in salary, especially in the smaller schools, is selecting and employing personnel trained to function in more than one capacity and around whom a smooth, well-coordinated program of guidance services can be planned and administered.

### **Materials for the Guidance Program**

Although the salaries constitute the major amount of the guidance services program budget, other necessary items must be planned for and included—tests, test manuals, testing equipment, devices for hand-scoring tests, costs for machine-scoring tests, handbooks on tests and research, publications for the occupational-information library as well as for the counselors' use, cumulative- and other guidance-record printed forms, audio-visual aids used exclusively in the guidance program, office and mimeographing or multigraphing supplies, and postage for correspondence particular to the guidance program.

**Tests.** The costs of both individual and group tests should never be left to chance in the belief that they might be absorbed under some other items in the school budget. The administrator and the counselor

should carefully select a battery of tests and the testing materials for the school. Economies can be effected in this item, chiefly by planning a program wherein one set of tests can be given at a prescribed grade level in one school for even numbered years and used in another school in the odd numbered years, thus reducing the costs of sets by one whole item for one school. Test sharing might be arranged between two or more schools or systems by having each buy one set and exchange with one another, effecting a considerable saving for each participating school. This could work most effectively if the two or more schools were sharing the services of one school psychometrist, or testing director.

Another economy would be made by selecting tests around the needed areas in which objective data are desired. The principal and the counselor should know the merits of the tests selected or should inquire through the test publishers and specialists. A carefully selected battery of tests and inventories can often furnish the desired information and data within a few tests in which there is a minimum of overlapping and high validity and reliability for each test.

The essentials for a well-selected battery of tests, justifiable as guidance-budget items, would include the following:

1. *Individual tests and inventories including manuals, forms, and equipment:* achievement tests, intelligence and subject; special aptitudes; personal aptitudes; personality inventories; interest inventories; occupational inventories
2. *Group standardized tests and inventories including manuals, answer sheets, and hand-scoring devices:* vocational interest; scholastic aptitude; personality; intelligence; clerical aptitude; mechanical aptitude; other special aptitudes; achievement

**Cost of machine-scored tests.** One of the greatest economies to be incorporated into a guidance program is the use of machine-scored answer sheets, when such answer sheets and the machine are available. The larger school district might afford a machine and have a central office for this purpose. This would save a considerable amount of salary of specialized and highly paid personnel in the several schools who otherwise would spend much time hand-scoring tests. Another argument for the machine-scored test sheets is that fewer personnel would need to be assigned to the guidance-services program within

each school if they were relieved of the time-consuming task of hand-scoring standardized tests.

The smaller school or smaller districts might combine to establish a central machine-scoring office. Each would pay in proportion for the use and services; the amount of desired and expected services from the machine-scoring office could be estimated in advance, because the testing program should be well-planned in advance, indicating various needs.

**Handbooks.** A handbook to orient new or beginning students, or to give occupational information related to Vocation or Career Day, is a legitimate cost of guidance. Several economies can be effected here through planning an orientation booklet that can be used for several years, restricting the material to precise and briefly detailed writing, and using the lesser, but somewhat equally effective, means of reproduction multigraphing in place of hand-set type for traditional printing methods.

**Professional library for the counselor.** There should be funds to purchase a professional library for the counselor's use. While this item should not necessarily be a large amount, the counselor can plan to add important publications over a period of a few years, which ultimately would result in having a well-rounded professional library to meet the regular needs of the school guidance problems. Care should be taken to avoid purchasing specialized publications which would ordinarily be used only by psychiatrists or others in highly specialized fields and of little or no value to the school counselor.

To keep up with new methods and research for the counselor's staff, the following items would be included: (1) books, (2) magazines, and (3) pamphlets and monographs.

**Occupational information publications.** Occupational information publications are especially needed at the senior high school level. A study of the essential needs for this purpose should be made and revised frequently by the counselor and his staff. Such publications would include the following:

1. Books on occupational information
2. Magazines on occupational information
3. Briefs relating to occupational information

4. Abstracts relating to occupational information
5. Monographs
6. Pamphlets
7. Job-analysis charts
8. Books and pamphlets on life-planning

**Cumulative and other guidance printed forms.** Certain printed record forms established on an efficient system of recording pertinent guidance data should be planned, selected, or printed. Such items would be included as the cumulative record, interview-summary forms, screening and referral-records form, and others required for the program.

The well-planned cumulative-record form might include spaces adequate to record all items as a permanent and simplified complete record. This would not only reduce the printing costs by eliminating duplicate records, but a considerable cost of transferring records from one to another would be eliminated.

**Audio-visual aids.** Audio-visual aids, including 16-mm sound films, filmstrips, slides, recordings and charts, and other materials purchased to be used exclusively as a part of the guidance program should be charged to the guidance service's budget. Materials purchased under this budget item should be shared by several schools in the same district by being sent to the schools upon request through a central office or central film library. Likewise, the smaller school districts can pool their funds into a central office, such as the county superintendent of schools office or one they might establish. In addition to effecting a considerable economy, a more extensive audio-visual library can be established between the several schools.

**Office, mimeographing, and multigraphing supplies.** The administrator and the counselor should plan in advance for the needs of office, mimeographing, and multigraphing supplies. Costs of printed materials can often be saved by careful planning, since the clerks can mimeograph or multigraph materials essential to the program and not have schedule conflicts with other duties or routine.

**Postage.** A postage fund should be established in the guidance budget. This will expedite the mailing of materials for referrals, inquiries, and correspondence that are essential to an effective program. Then, too, much of the correspondence and record transmittal is of the



most confidential nature, and a well-planned and administered communication system which includes private mailing ensures this quality.

## PLANNING THE BUDGET FOR THE SECONDARY SCHOOL

A number of items to be included in the budget have been suggested in the preceding part of this chapter, of which the salaries for the guidance services personnel would be the major portion. The planning of a program and the administration of the guidance services have been described in previous chapters. The principal must now plan the guidance services budget. He must consider a number of factors: (1) the ratio of counselors to students; (2) the number of periods of total counselor time per average daily attendance or the average daily enrollment of students; (3) the division of time among the various duties performed by the counselor; (4) the salary ratio of the personnel in terms of that established for the teaching staff; (5) the materials and supplies ratio of cost compared to the total guidance budget; and (6) the percentage or portion of the total school budget set apart for the guidance program with the relative cost of the guidance program per pupil enrolled.

In this process the administrator and the counselor must effect every economy reasonable within the confines of maintaining an effective program and fit the program within the financial means of the school. As previously described, this might require the program to be planned and revised for economies which would not restrict the over-all function of the services, such as the following:

1. Medium and small schools might have one person fulfilling more than one of the guidance personnel duties.
2. Assistant counselors might be assigned part-time teaching duties, in which case only the prorated portion of the salary would be charged to the guidance program.
3. Clerical personnel might be assigned on a part-time basis, resulting in the salary costs being a prorated charge.
4. The school psychologist would in most cases be assigned to several schools or districts, in which case the salary would be charged against the individual schools' budget on a prorated basis. The same condition would apply to the social, or welfare, worker. Where the

school psychometrist would be employed, his services also would be divided among more than one school.

5. Printed materials, including forms, booklets, and other materials, might be reproduced by multigraphing. Printed forms might be purchased by several districts with a somewhat standardized form in case such are not available by a supplying agency.

6. Tests, testing materials, and answer sheets should be carefully considered and selected with two or more schools sharing in the plans, with arrangements to utilize different sets on alternate years or by scheduling the use in the same year without upsetting the program of either school.

7. The central machine-scoring arrangement should be considered.

8. The many other ways of economy that can be planned should be arranged for in advance of the budget.

Assuming that the guidance program has been tentatively planned, the principal will interpret the program into budget costs. The largest items would, of course, be for salary. Finally, for budgeting purposes, each item must be considered as to costs, the program tailored by combining positions and duties as needed.

**The ratio of counselor units per pupil unit.** Assuming that the program has been planned for one full-time counselor unit for each 400 average daily attendance or enrollment, a school of 1,200 pupils would employ three full-time counselor units. Some of the counselors might be assigned part-time counseling and part-time teaching duties. Full time or part time, the salaries would be charged as three full-time, or the equivalent of three full-time, units. Furthermore, the principal would also determine the number of periods of counselor time per pupil per year by this time. This could be calculated for a six-period day on the following basis:

$$\frac{18 \text{ or } (3 \text{ counselors} \times 6 \text{ periods per day}) \times 180 \text{ school days}}{1,200 \text{ average daily enrollment}} = 2.7$$

This would be assumed only if the counselors were having face-to-face counseling. If a well-rounded program were planned, other duties would take a part of the counselor's time. A study in California found that in ten high schools the counselor's time was distributed as follows:<sup>1</sup>

<sup>1</sup> John W. Crosby, "An Analysis of the Cost of Guidance Services in Selected High Schools," unpublished doctoral dissertation, University of Southern California, 1950, p. 213.

<i>Counselor's duties</i>	<i>Per cent</i>
Securing data about the student .....	10
Planning student programs .....	17
Administering and scoring tests .....	8
Contacting agencies for special guidance referrals .....	2
Interviewing students for the purpose of analyzing their problems ..	50
Contacting schools and training agencies .....	2
Contacting job-placement bureaus .....	4
Giving aid and stimulus to students to meet problems and making program change .....	5
Making evaluation of total guidance program .....	2
Total Counselor's Time	100

The administrator studying the above analysis showing 50 per cent of the counselor's time spent for interviewing would then expect to have less than one and one-half periods per pupil per year for face-to-face counseling and interviewing. His planning of the program and the resultant budget must consider these factors.

**Estimating salaries.** The next step in forming the budget would logically be that of determining the salary costs for each number of counselor units. The head or supervising counselor should have consideration of pay above that of the classroom schedule; perhaps the assisting counselors should also have additional pay above the classroom teacher. The school of 1,200 pupils would then have the following:

<i>Position</i>	<i>Salary</i>
Head, or supervising, counselor .....	1 * plus A †
Assistant-counselor unit .....	1 * plus B ‡
Assistant-counselor unit .....	1 * plus B ‡
Clerk, full-time .....	Same as clerks doing similar work in the school
School psychologist .....	Prorated on a basis of time as- signed to the school
Other personnel .....	Based on the time assigned to the school, prorated on the salary schedule

\* 1, equivalent to the classroom-teacher salary.

† A, an increment such as 10 per cent of the classroom pay additional.

‡ B, an increment such as 5 per cent of the classroom pay additional.

By this method the principal can determine the costs in salary of the guidance services program. The smaller system or that of large metropolitan school can be estimated: the first mentioned would be less ex-

tensive; the second, more extensive, with additional personnel as desired and as the budget permits.

**Cost of materials and supplies.** If the other items of the program have been determined, the counselor and the administrator should be able to calculate the costs. The tests and testing materials might prove to be a significant item. Some secondary schools have set cost limits per pupil per year which may vary from one and a half to three dollars per year. The previously suggested economies through joining with other schools for purchasing sets of tests to be used alternately might help in selecting an effective battery of materials, or even be used merely to keep the budget item within the limitations of the district. Printed materials and forms can be estimated for costs readily, and again, several forms might be used by several schools to reduce the printing costs in the event such forms are not already available from suppliers.

**The cost of the guidance program.** After the program has been settled and the costs determined, the principal will have to present these data to the board for approval. Board members and other interested lay members of the community will want to know what this amount of budget is buying and what percentage it is of the total budget.

First, it must be pointed out that there is wide variation in programs in different schools. Know, if possible, what is being done elsewhere and what it costs per pupil. Likewise, if possible, know what percentage it is of the other school's total budget. The costs of guidance programs and services in ten California high schools in 1950 as determined by Crosby are shown on page 295. This same cost analysis should be made for the administrator's own school, and, perhaps, adjoining schools might compare their costs.

The administrator must also consider and point out that what was considered an adequate guidance program a few years ago might no longer be sufficient. The cost might vary from 5 to 10 per cent of the total school budget if extensive guidance services are desired and acceptable.

Second, the administrator must have planned his program and his proposed expenditures in such a manner that the costs can show that all reasonable economies have been included without impairing the over-all services.



Figure 36. The Average Total Cost of Guidance Services in Selected California High Schools on an ADA Basis

	Schools with ADA of				
	33-300	301-700	701-1,200	1,201-1,800	1,801-2,850
Average total cost of program	\$1,926.25	\$4,913.02	\$6,701.90	\$15,881.95	\$15,177.75
Average per cent of total expenditures	2.3	2.3	2.2	3.0	2.5
Average cost per pupil for average daily attendance	\$12.58	\$10.51	\$7.80	\$10.75	\$6.87
Average cost per pupil per total enrollment	\$12.42	\$9.71	\$7.03	\$9.66	\$6.44

## PLANNING THE BUDGET FOR THE ELEMENTARY SCHOOL

Planning a guidance budget for an elementary school is much less complicated than for the secondary school. The traditional practice has been for the principal to act as counselor, with the classroom teacher assisting in administering the tests.

This might work in the smaller elementary school with two hundred or fewer pupils, but with the complexity of a larger enrollment, the counseling and guidance services might be neglected without a planned program around definitely assigned personnel. The school with three hundred or more pupils would easily justify the organization of a program around a full-time counselor with specialized training. The main purpose of making budget considerations would often be to ensure that the program would operate without the personnel being assigned other duties. A district having several schools, or several smaller school districts, might arrange a program with a supervising counselor dividing his time between the units. The supervising counselor would coordinate the work of testing and actually counsel pupils as needed. The time proportion would be charged to each school as a prorated budget item of part-time employment salary.

The materials including test supplies should, in any event, be planned for the elementary school and should be included in the budget as such. There should be a planned testing program at the different grade levels. Like the small school joining with another for hiring a counselor or a supervising counselor, two or more schools might join in purchasing tests. Printed forms might be of a standardized type furnished by school suppliers or printed as a joint project by several schools to save typesetting costs.

The elementary school should determine the costs of counseling services and charge them as a separate budget item from the costs of regular classroom instructional program.

## JUSTIFYING THE BUDGET PROGRAM

The administrator desiring a well-planned guidance program must stand ready to justify his proposed expenditures. The budget may well be the means of justifying the program.

First, it is a good administrative practice to inform the pupil exactly as to what the program is planned to do. This comes in the public relations planning. The public is interested in how the program will assist the pupil in fulfilling his educational and occupational goals. The public is interested in guidance for pupils with more serious and complex problems, solution of which can save the community a lot of money. Parents are more satisfied when they have information on aptitudes, interests, and capacities of their children.

Secondly, in consideration of the services rendered, the actual costs are justified. If drop-outs are reduced, if pupils are guided to more satisfying goals in terms of their personal abilities and interests, or if the educational program is made more responsive to the community's needs, lay people are more interested in expending public funds for the additional services.

The guidance budget should be the concern of the public relations program at all times and at all levels. It starts in the classroom, and every discussion with parent and child leads to a better understanding of the school if given proper direction by school personnel. The total guidance services, practices, purposes, goals, and costs should be interpreted to the public at every available opportunity.

## PROJECTS

1. Make a survey of a secondary school to determine how many counselor periods per day are scheduled.
2. Find out who does the counseling in an elementary school.
3. Determine the ratio of counselors to students in a secondary school.
4. How many counselor periods per student per year are provided in this secondary school?
5. Determine the cost per student per year for cumulative records, other printed forms for guidance services, tests and testing materials.
6. How much clerical time is provided for guidance services in your district in the elementary level? In the secondary level? State the enrollment in each.
7. Make a survey to determine how much salary the school psychologist, psychometrist, and social, or welfare, worker receives in your school.
8. Determine the average cost per student per year for:
  - a. Total educational program
  - b. Total guidance program
9. What percentage of the total school budget is established for the guidance services?

10. Plan a budget for your school guidance program using an increment basis for the salaries.
11. Make a survey as to the division of counselor time in your guidance program. How much time in periods per year per student are provided for individual counseling?
12. What are the total costs per student per year for the testing program in your school?
13. Plan a well-rounded testing program for your school, and establish the costs in terms of each student per year.
14. Determine the cost of school funds "wasted" by failures or drop-outs in your school. What additional services might have been added to your guidance program to reduce the number of each?
15. Determine any services within your school that should be charged to the guidance program but are charged to instructional costs at the present time.

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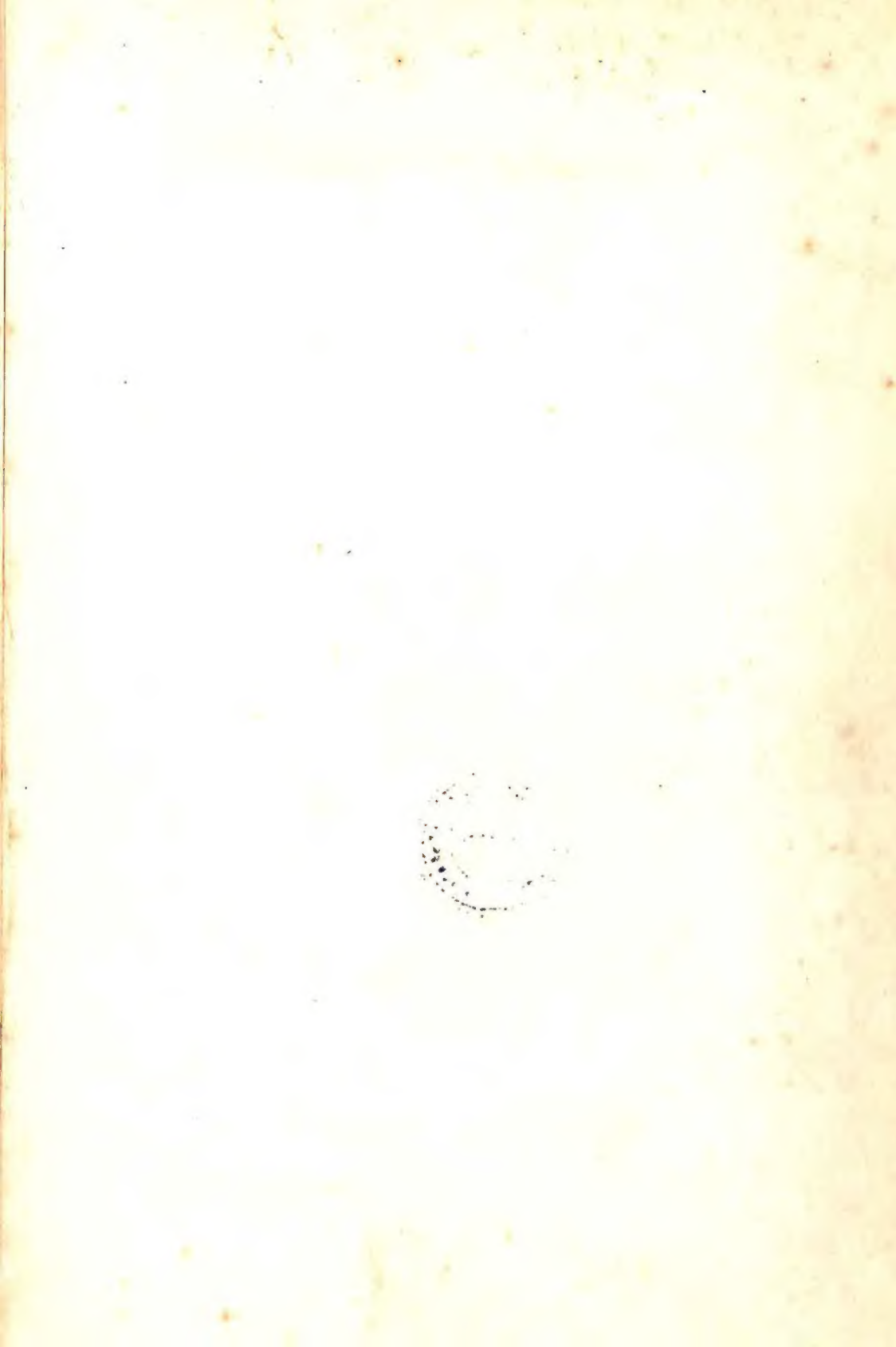
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